



FINAL EVALUATION

**Joint Program on Promoting Water and Sanitation Access,
Integrity, Empowerment, Rights and Resiliency**

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ACRONYMS

ACF	Accion Contra la Famme (Action Against Hunger)
ADM	Assistance to Disadvantaged Municipalities
AIP	Annual Investment Plan
ASDSW	A Single Drop of Safe Water
BU	Bicol University
BUB	Bottom Up Budgeting
C4D	Communications for Development
CBD	Coalition for Bicol Development
CCA	Climate Change Adaptation
CDP	Comprehensive Development Plan
CDSCSP	Center for the Development of Sustainable Communities for Social Progress, Inc.
CECOD	Center for Social Concerns and Development
CHSI	Center for Health Services and Innovations
CLTS	Community-Led Total Sanitation
CO	Community Organizing
DED	Detailed Engineering Design
DILG	Department of Interior and Local Government
DOH	Department of Health
DRR	Disaster Risk Reduction
EVSU	Eastern Visayas State University
GAD	Gender and Development
IEC	Information, Education and Communication
IMC	International Medical Corp
ISCA	Introduction to Sanitation Concepts and Approaches
iWASH	Integrated Water, Sanitation and Hygiene
iBWASA	iWaSH Barangay Associations
JRMSU	Jose Rizal Memorial State University
KM	Knowledge Management
LGU	Local Government Unit
LMWD	Leyte Metropolitan Water District
MDGF	Millennium Development Goal Fund
PhATS	Phased Approach to Total Sanitation
PMO	Project Management Office
PPP	Private Public Partnership

PRO-WATER	Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency
RHub	Regional WATSAN Hub
RI	Relief International
SAC	Social Action Center
Salintubig	Sagana at Ligtas na Tubig sa Lahat (Sufficient and Safe Water for All)
SDGF	Sustainable Development Goals Fund
STG	Sanitation Task Group
TNA	Training Needs Analysis
ToC	Theory of Change
ToF	Training of Facilitators
TWG	Technical Working Group
UNC	University of Nueva Caceres
UNDP	United Nations Development Program
UNICEF	United Nations Children’s Fund
UNW	UN Women
WASH	Water, Sanitation and Hygiene
WATSAN	Water and Sanitation Council
WHO	World Health Organization
WMSU	Western Mindanao State University
WQM	Water Quality Monitoring
WSP	Water Safety Planning/Water Safety Plan
ZABIDA	Zamboanga-Basilan Development Alliance
ZODP	Zero Open Defecation Program

EXECUTIVE SUMMARY

In accordance with the SDG-F Monitoring and Evaluation Strategy and Program Guidelines, all joint programs have to ensure that a final evaluation is undertaken to assess its final performance. It is for this reason that UNDP, the lead agency of the Joint Program contracted an independent national consultant to undertake the final evaluation of the Joint Program on “Pro-WATER: Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency.” The Evaluation was done from June 9, 2017 to July 17, 2017.

The unit of analysis for the final evaluation is the Joint Program on “Pro-WATER” understood to be the framework, the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation. The purposes of the final evaluation are to:

- a. Measure to what extent the joint program has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
- b. Generate substantive evidence-based knowledge, by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

An initial review of the JP Prodoc and other official documents was undertaken which culminated in the preparation of the Inception Report that was approved by the Evaluation Reference Group. Following on that, the Evaluator accompanied by the JP’s Monitoring and Evaluation Specialist made field visits to five (5) municipalities in three (3) regions covered by ProWater.¹ Selection of the municipalities was based on purposeful sampling of LGUs done in consultation with the Monitoring and Evaluation Specialist. The evaluation used a combination of desk review, individual interviews, focus group discussions and field visits. Among the documents reviewed were: official program documents, iWASH assessment results, quarterly monitoring reports, bi-annual and annual progress reports, agency reports, workshop reports, reports of consultants, minutes of meetings of the Program Management Committee, the Technical Working Group, among others. Interviewees included senior management and program staff of Joint Program UN agencies, the officers and staff of the Program Management Office, and officials of implementing government partners like DILG.²

The Joint Program is a partnership among three UN agencies, namely UNDP, UNICEF, WHO. JP’s national implementing partners are the Department of Interior and Local Government (DILG) and the Department of Health (DOH). Participating institutions came from the national, regional and local levels. National participating institutions included the National Economic Development Authority (NEDA), the National Water Resources Board (NWRB), UN Civil Society Advisory Committee and the Maynilad Water Academy. In Year 1, the JP will work

¹ Bobon, N. Samar and Cauayan and Aroroy, Masbate (Region 5); Basud, Camarines Norte (Region 8) Siayan, Zamboanga del Norte (Region 9)

² Complete List in Annex A

with Regional Hubs in Regions 5, 8 and 9 that will cover 10 municipalities in three provinces, namely Camarines Norte, Masbate, Northern Samar and Zamboanga del Norte. In Year 2, the JP aimed to expand to 20 more municipalities in Camarines Sur, Masbate, Eastern Samar, Northern Samar, Zamboanga del Norte and Zamboanga Sibugay. A multi-sectoral program, it also worked with local civil society organizations and community groups.

The Pro-Water joint program aims to contribute in achieving the outcome of ***“Empowered citizens and resilient communities with access to sustainable safe water and sanitation services, live healthy and productive lives through integrated water, sanitation and hygiene approach.”*** In order to contribute in achieving the outcome, the joint program has three (3) components which will deliver eleven (11) outputs guided by the integrated safe water, sanitation and hygiene systems approach. The three components are: **Component 1: Improving Governance on Safe Water, Sanitation, and Hygiene; Component 2: Broadened access to safe water, sanitation, and hygiene through improved solutions that are demonstrated in the households, schools, health centers and public spaces; and Component 3. Generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned.**

SUMMARY OF FINDINGS

Relevance

The Joint Program is directly aligned with Goal No. 6 of the Sustainable Development Goals: “Ensure access to water and sanitation for all” but as a basic resource, it also contributes to SDGs 1-5, 7-17. Integrated safe water, sanitation and hygiene is one of the key factors that will result into a healthy population who can avail of quality education (SDG 4) and decent work opportunities (SDG 8). This is one of the means to end the cycle of poverty and hunger (SDG 1 and 2). When water is universally available and accessible, women especially from poor, waterless communities can have time to engage in productive work like men thus promoting gender equality and women’s empowerment. (SDG 5)

It is also in consonance with the UNDAF Outcome (2012-2018) namely, “capacities of claim holders and duty bearers will have been strengthened to promote human rights, justice, integrity, sustainability and the rule of law in governance.” As well, it is linked with the Country Program Document (CPD) Sub-Outcome Statement which states: “By 2018, the poor and disadvantaged have increased participation in governance processes and oversight functions.” Similarly, it is connected with SP Outcome 2 of the UNDP Strategic Plan (2014-2017): “Citizen’s expectations for voice, development, rule of law and accountability are met by stronger systems of democratic governance.”

Pro Water is also in line with the Philippine Mid-Term Philippine Development Plan (MTPDP) for 2011-2016 and the accompanying Mid-Term Public Investment Plan (MTPIP) as well as the Philippine Development Plan (PDP) for 2017-2022. PDP intends to achieve the targets of 95.16% of households with access to safe water supply and 97.46% of the population with access to basic sanitation services by 2022.

Implementation and Management

Due to over budgeting for Component 1, a request was made to and approved by the Program Management Committee to re-align the budget and re-allocate more resources to complete the activities under Components 2 and 3.³ Thus, out of the \$1.6M SDG Funds, 31.62% (\$474,432) was allocated for Component 1 on “Improved governance of iWASH”; 16.25% (\$243,772) was for Component 2 on “broadened access to safe water, sanitation and hygiene through improved solutions”; and 32.57% (\$488,665) was allotted for Component 3 or “generated knowledge to aid policy advocacy, planning and capacity-building.” As of June 30, 2017, 86% or \$1,290,000 of the total budget has been delivered. Budget delivery for Component 1 was 84%; for Component 2, it was 99%; and Component 3, 71%.

On top of the Joint Program’s management and governance structure providing guidance and direction is the **National Steering Committee** composed of the Deputy-Director General of NEDA, the UN Resident Coordinator and the Designated Representative of the Government of Spain. More broadly based is the **Program Management Committee (PMC)** composed of the UN agencies (UNDP, UNICEF, WHO), their national implementing partners (DILG, DOH, NWRB) and representatives from the private sector and civil society. Aside from serving as venue for joint program updates, PMC also discusses revised work plans and proposed budget realignment. A **Technical Working Group** composed of the technical staff of all participating UN agencies, government Departments, civil society organizations and regional hubs supports the work of the Program Management Committee. A **Programme Management Office (PMO)** housed at the DILG and headed by a Program Manager assisted by a National Program Coordinator, Jr. Project Officer, Finance Officer and Monitoring Evaluation Officer coordinated and managed the implementation of the Joint Program.

Effectiveness

Component 1: Improving Governance on Safe Water, Sanitation, and Hygiene

Except for a few outputs that were not yet delivered or completed at the time of the Evaluation⁴, the Program did well in delivering this component thus contributing to the overall outcome at times even exceeding end of project targets.

1. Ten (10) iWASH Councils were created and institutionalized through Resolutions and Ordinances passed by the Sangguniang Bayan; 16 iBAWASAs were either organized or revived.
2. Ten (10) iWASH Sector Plans were formulated by the iWASH Councils though only Siayan, Sindangan and Mapanas have completed their final, written WSPs which were subsequently adopted by the iWASH Councils. The three (3) Water Sectors Plans are now available with the PMO.
3. Ten (10) Water Safety Plans (WSP) have been developed but water supply facilities have yet to be constructed or bidded in a number of barangays. In other places, the Detailed Engineering Designs (DED) have still to be finalized.

³ PMC Minutes, Aug. 22, 2016

⁴ June 30, 2017

4. Six LGU Water Sector Sector Plans had investment targets and requirements for iWASH but must be checked if there is 5% for Gender equality and 5% for CCA/DDDR: Basud, Capalonga, Aroroy, Cauayan in Region 5; Bobon in Region 8; and Sindangan in Region 9.
5. CSOs actively participated in all target regions of ProWater but the indicator requires that they have **“gender equality and women empowerment programs.”** Did the partner CSOs of ProWater have gender equality and women empowerment in their programs?
6. Women participated in iWASH Councils and iBAWASAs either as advocates or elected officials but were not organized as groups as required by the indicator: “Women and girls organized to engage with CSOs and LGUs in policy-making, planning, budgeting and monitoring for iWASH.”
7. Social contracts or the Localized Customer Service Code (LCSC) for safe water, sanitation and hygiene were formulated and recognized by LGUs and CSOs. CSOs also organized Integrity Monitors or Citizens’ Watch Groups to ensure transparency and accountability.

COMPONENT 2: Broadened access to safe water, sanitation, and hygiene through improved solutions that are demonstrated in the households, schools, health centers and public spaces.

The Joint Program met the targets for this output except for forging public-private partnerships between the LGU and the private sector. Based on available data at the time of the Evaluation, five (5) municipalities have adopted IWASH models with a total of 7,214 households. Small-scale WASH facilities were rehabilitated in 10 schools and 10 day care centers in ZOD barangays in the four (4) municipalities of Masbate.⁵ Hand pumps were installed in five (5) schools while handwashing facilities were constructed in five (5) schools and ten (10) day care centers.⁶ None of the four (4) targeted PPPs. was delivered but potential PPPs have been identified such as Coca Cola Foundation in Region 5. The Milagros Voucher System, a partnership between the LGU and hardware stores to provide construction materials for sanitation facilities in ZOD-certified LGUs was cited as a PPP but this is on a very limited scale and does not fit in the standard definition of PPPs.

Component 3. Generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned.

Regional hubs play a critical role in the implementation of ProWater as they were primarily responsible for building the capacity of LGUs and developing knowledge products that will guide their work. The targeted 11 knowledge products for the iWASH Toolbox were completed. These included seven (7) training modules, three (3) guidelines on iWASH, one (1) iWASH Assessment Tool. However, RHubs have different levels of managerial and technical competence that affected their delivery of outputs. At the time of the Evaluation⁷, only three (3) out of the ten (10) LGU Water Sector Plans were completed by the Rhubs. Only three (3) out

⁵ Aroroy, Cauayan, Milagros and Monreal

⁶ SDGF UNICEF Pro Water Progress Report 2015, p. 26.

⁷ June 30, 2017

of six (6) targeted Regional Hubs are able to serve as repositories, disseminators, and observatories of knowledge regarding integrated safe water, sanitation, and hygiene.

Efficiency

The assessment of a Program's efficiency involves two aspects: implementing efficiency and value for money. Implementing efficiency refers to 1) determining whether the Program components were appropriate to achieve the over-all outcome, and 2) whether the kind and amount of resources allocated were sufficient to support undertaking the planned activities. The three components of the Program are all critical to achieving the over-all outcome of ProWater. With regards to the value of money, the Evaluation looked at the funds allocated for the outputs. The expenses included contractual services of consultants, travel, supplies, venue, accommodation, equipment, vehicles and furniture and general operating and other direct costs.⁸

The budget allocation showed that the biggest amount (\$382,801) went to the Regional Hubs to "implement iWASH approaches in the 10 municipalities including water quality monitoring and water safety planning."⁹ The second biggest amount (\$243,772) was for "Integrated safe water, sanitation and hygiene systems demonstrated, accepted and adopted by LGUs and communities for households, health centers, schools and public spaces." The third biggest expenditure (\$165,469) was for the "formulation of policies, plans, programs integrating gender responsive and rights-based principles of CCA/DRR and PPP for safe water, sanitation, and hygiene. The fourth biggest budget item (\$148,384) "was for structures and mechanisms for safe water, sanitation, and hygiene harmonized and strengthened along sector issues relating to CCA/DRR, PPP and Gender Equality and Women's Empowerment."

While it is difficult to draw conclusions from this output to cost ratio, it can serve as a basis for reflecting where the Program allocated its limited resources over a short period of implementation to achieve the Program's objective. Overall, Pro Water's priority expenditure was for RHubs which played a key role in building the foundations for strong iWASH governance: its framework, structures and policies. Since the RHubs received the biggest amount and played a big role in delivering the target outputs, its capacity must be evaluated and strengthened.

Sustainability

Sustainability refers to the probability of the benefits of the intervention continuing after donor funding has been withdrawn. It includes both environmental and financial sustainability.¹⁰ In terms of environmental sustainability, the JP ProDoc emphasizes that it "has adopted climate change principles to enhance the resiliency of the local community and the physical infrastructures from the impact of natural hazards and extreme weather events." However, its use of Vulnerability Assessment Tools was not clearly specified in the operationalization of the Program except to say that the water facilities in some target areas were located in non-disaster-prone areas.

⁸ Maritess Delfin, "SDGF ProWater JP Budget and Cost," July 26, 2017

⁹ Third Program Management Committee Meeting, August 22, 2016, p. 15

¹⁰ DAC Principles for Evaluation of Development Assistance

DILG as the main implementing government partner of the JP plays a central role in the sustainability of IWASH. In an interview with DILG Undersecretary Austere Panadero, he disclosed that in localizing the Philippine Development Plan, DILG will: 1) incorporate iWASH in the Water Sector Plans of 361 municipalities under the P302M Assistance to Municipalities Program for 2018; 2) continue the work done in the Joint Program through DILG's Water Supply and Sanitation-Project Management office (WSS-PMO) and the Infra Team on water; 3) intensify SALINTUBIG assistance to waterless municipalities with 100 LGUs already funded in 2017 spending 30% of the budget as of June, 2017; 4) build Centers of Excellence among the Rhubs ; 5) develop the capacity of 516 towns at P38,000 per town through its Capacity Development Fund. Unfortunately, DOH the other national implementing partner was unable to respond to written interview questions¹¹ asking about their involvement in ProWater and how they will continue sustaining the gains of the Program.

Conclusions and Lessons Learned

The ProWater JP established strong governance infrastructures for integrated water, sanitation and hygiene services. IWASH Councils, BAWASAs were either set up or revived; water sector plans and water safety plans were formulated with iWASH budgetary allocations; annual investment plans with iWASH budgets were drafted. Localized Customer Service Codes or social contracts were forged with the participation of civil society, women and girls. The three UN agencies, UNDP, UNICEF and WHO brought to the program their respective expertise in addressing the country's health and sanitation problems. And so did the national implementing partners namely the Department of Interior and Local Government (DILG) and the Department of Health (DOH). DILG through the SALINTUBIG Program provided grant financing and capacity-building for the implementation of water supply projects in waterless municipalities. DOH on the other hand implemented the Zero Open Defecation Program and piloted the Phased Approach to Total Sanitation (PHATS). In line with the Philippine Sustainable Sanitation Roadmap.

But several implementation issues and challenges were faced by the Joint Program:

1. The Short Period of Implementation

Though the period of program implementation was two years (2015-2016), the program activities were delayed due the time it took to process administrative and financial requirements as well as to train the Rhubs for the conduct of the iWASH Assessment using the tools developed for iWASH particularly the Integrated iWASH Household Baseline Survey Questionnaire. The training was completed only in September 2015 and the analysis of the survey data took until about December 2015. This was cited by some partner UN agencies as the reason for the delayed start-up of their respective programs hence their low disbursements. In effect, program activities only commenced on and about the second quarter of 2016 though some activities proceeded as some LGUs like municipalities in Masbate had their own WASH Plans already even as they were not as integrated as IWASH. The completion of the Program was extended to June 2017. Rhub 8 a complained that it is "quite challenging

¹¹ Interview questions were sent to Engineers Rolando Santiago and Sonabel Anarna of DOH

if activities programmed for six (6) months will be implemented for only one (1) month and three (3) weeks and the result expected is still of the same quantity and quality.”

2. Operational Financial Monitoring Plan and Financial Controls

Even as a financial monitoring plan was in place and a Financial Disbursement tool was developed by ProWater’s Finance Officer, it was still difficult to track the “movement, availability and disbursement of UNDP-SDGF Funds to continue with PMO internal operations and PMO-led activities.” It was also a challenge to monitor the funds transferred or downloaded to Rhubs and other partner regional offices.

3. Reporting on Quantitative and Qualitative Outcome Indicators

For Outcome Indicator 1, the numbers (2,978) reported for increase in participation of women and girls should have distinguished between those who attended capacity development training workshops and those who were actually involved in planning, decision-making, monitoring and implementation. A distinction has to be made between these two aspects of women’s involvement to provide a substantive analysis.

For Outcome Indicator No. 2, on the other hand, there was no number reported on reduction of incidence of water-borne diseases except for Mapanas, Northern Samar where the number dropped from 216 in 2015 (73 males, 143 females) to 136 in 2016 (63 males, 73 females). This was attributed to the failure of the LGUs to submit health data even when requested to do so by DILG and followed up by the Rhubs.

4. Problems in Communication and Advocacy Strategy

Pro-Water’s communication and advocacy strategy faced major problems in implementation such as: 1) inadequate budget both at the Program and LGU levels; 2) uncooperative RHub communication person; 3) weak or no internet connection in project sites; and 4) lack of tools to evaluate impact.

5. Gender Mainstreaming

There was no systematic and substantive documentation of women’s substantive participation in decision-making though it was reported that specific project activities included “conduct of GAD orientation and gender sensitivity workshops; integration of gender in the planning, design and implementation of the iWASH Framework, LGU policies and plans as well as in community organizing and social preparation.”¹² ProWater must however be lauded for consistently collecting sex disaggregated data in all its activities. It was also unfortunate that UN Women mandated to be the leader in promoting gender equality and the Philippine Commission on Women tasked to promote gender mainstreaming opted out of the program due to lack of staff and resources.

6. Climate Change Adaptation and Disaster Risk Reduction

¹² ProWater GAD Report, 2016

To address CCA and DRR as a cross-cutting theme in the Joint Program, two strategic tools are supposed to be used: 1) the Vulnerability Assessment Tools developed in the the Spanish-funded MDGF 1656 on “Strengthening the Philippine Institutional Capacity to Adapt to Climate Change” which will determine risk-prone areas where water and sanitation systems are to be located and identify communities that are more susceptible to geographical and water-related disasters.; and 2) the Philippine Environment Monitor to “inform the design, implementation, monitoring and evaluation of projects, including data related to the health of the environment and water supply and quality degradation.” The Evaluator did not find evidence of the use of these strategic tools although in Cauayan, Masbate it was mentioned that the Detailed Engineering Design identified climate/disaster prone areas and recommended the design for the construction of climate/disaster resilient iWASH facilities. WHO however claims that this was considered as one of the risks that can affect water quality using the Water Safety Plan (WSP) template in the development of the Water Safety Plans.¹³

7. Salintubig Challenge

There was much delay in the awarding of SALINTUBIG grants due to: 1) LGUs’ delay in complying with requirements such as feasibility studies and detailed engineering designs; 2) confusion in the procedure for submission of SALINTUBIG applications. LGUs usually go directly to the Rhubs instead of coursing it through the provincial LGU as required by the rules.

8. The Differential Capacity of Regional Hubs

The levels of technical assistance provided by Rhubs varied in both range and quality. The RHubs are supposed to assist the LGUs in the preparation of SALINTUBIG documents but their ability to do so differs from region to region. Rhub 9 has both the technical capacity and resources to assist Siayan and Sindangan where construction of Level 2 Water Supply Systems is on-going. Rhub 8 has the knowledge but has limited hands-on and actual field experience. Rhub 5 lacks engineers to do detailed engineering designs and feasibility studies for water supply systems.

9. Public-Private Partnerships

PPPs is an alternative mechanism to finance small water systems and sanitation infrastructure services but the JP was unable to deliver on the four (4) PPPs although exploratory talks was done by Rhub 5 for potential partnership with Coca Cola Foundation for a water infrastructure in Basud, Camarines Norte as part of its corporate social responsibility. One possible explanation is the inability of ProWwater to determine what kind of PPP it was envisioning for the LGUs. As was pointed out in the Program Management Committee meeting¹⁴, ProWater should have clearly defined what it meant by public-private partnerships in the context of addressing the problem of providing water systems for the target waterless municipalities.

¹³ Engineer Bonifacio Magtibay, WHO, 1 October 2017

¹⁴ Program Management Committee Meeting, August 22, 2016

RECOMMENDATIONS

1. Model Initiatives of Community Transformation resulting from the integrated approach to water, sanitation and hygiene highlighting the participation of women in planning, budgeting, implementation and monitoring of water policy decisions, the reduction of water-borne diseases, the increase in the number of ZOD barangays and the installation of climate-resilient water facilities.

2. Monitor Operationalization of iWASH Structures, Implementation of the iWASH Framework and Require Completion of Water Sector Plans

A strategy to monitor the work of the Iwash Councils and iBAWASAs as well as the implementation of the iWASH framework must be developed. It should have well-defined objectives, time frame and resources and a monitoring mechanism with dedicated staff and clear tasks. Seven more water sector plans with their respective budgets need to be written up and submitted. The consolidation of information and analysis of inputs gathered from the various consultations into a coherent, actionable Water Sector Plan is crucial for the attainment of ProWater's outcomes and results. DILG which is institutionally linked with the RHubs must require them to submit the Water Sector Plans at the soonest possible time since ProWater has officially ended on June 30, 2017.

3. Strengthen the Sanitation and Hygiene Component of iWASH

Based on the learning exchange between and among the different RHubs, it seems that more knowledge and training on sanitation and hygiene is needed. UNICEF through its implementing partner in Region 5, the Action Against Hunger has been actively engaged in raising awareness and building the capacity of several barangays in all four target LGUs in Masbate. AAH/UNICEF/DOH also supported training on CLTS/PhATS in two (2) LGUs in Camarines Norte. In Region 8, the two LGUs (Northern Samar) were given training on CLTS.PhATS and on low-cost sanitation options supported by UNICEF, DOH and NGO partners (RI and SP). In Region 9, DOH had previously conducted CLTS training. CHSI also provided capacity-building on GDHH C4D campaign in Regions 5 and 8. In spite of all these efforts, there is still a strong need to achieve Zero Open Defecation, build sanitary facilities and instill the practice of hand washing not only in the household but in other public spaces as well. There is also a need for a clearer definition/common agreement and commitment on the role of DOH at the national, regional and LGU levels in coordinating and providing technical guidance in developing and implementing iWASH plans.

4. Localize Communication and Advocacy Strategy

As suggested in PMC meetings, a localized communication and advocacy strategy led by LGUs need to be developed. This will require LGUs to invest resources and designate communication officers focused on propagating the importance of iWASH.

5. Conduct Strategic Planning for RHubs.

As the principal implementing partner of ProWater and other DILG water and sanitation

projects, it is crucial to define what the strategic vision is for the RHubs. If the Rhubs are envisioned to be the “Centers of Excellence for Water and Sanitation,” then the structure, staffing, resource mobilization and location of RHubs will follow the strategy.

6. Undertake Immediate Results-Based Evaluation of RHubs

In the meantime that the Strategic Planning for the Rhubs is still in the backburner, a results-based evaluation of how the RHubs delivered for Pro-Water should be conducted.

7. Conduct Stand Alone, Separate Gender Evaluation

ProWater’s strong emphasis on gender equality and women’s empowerment is often cited as one of its distinguishing features. In order for its experience to be scaled up and replicated, a separate gender evaluation is recommended particularly related to **Outcome Indicator 1: Increase in participation of women and girls, in planning, decision-making, monitoring and implementation of safe water, sanitation and hygiene projects and programs.**

8. Review the nature, scope and objectives of a Joint Program

Is the Joint Program a mechanism for linking previously existing, stand alone programs of UN agencies and apply for parallel funding? Or is it a mechanism for designing a holistic, integrated program where the UN agencies formulate a program framework with various components from which the UN agencies, based on their comparative advantage will identify what to work on and seek pooled funding? MDGF 1919 on “Enhancing Access to and Provision of Water Service with the Active Participation of the Poor” was more the latter while ProWater was more of the former. Or based on the agencies’ experience, is it more productive to pursue the single, stand-alone programming modality? These are questions that can be resolved through a substantive scrutiny of the pluses and minuses of joint programming using the results-based approach.

I. INTRODUCTION

1.1. EVALUATION CONTEXT

1. Using the SDG-F funding modality, the UN Development Program and the Spanish Government signed on November 2014 a \$1.5M Joint Program Agreement on “Pro-WATER: Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency” with matching funds from the Government of the Philippines (\$1.5M) and participating UN agencies namely UNDP, UNICEF, UN Women and WHO (\$.6M). The policy objectives of the sectoral intervention are: a) Promote democratic and transparent water and sanitation governance systems; b) Improve access to water and sanitation services for the poor and marginalized; c) Ensure healthy lives through sanitation and hygiene education; and d) Promote integrated water governance and climate change adaptation.

2. Under the SDG-F Monitoring and Evaluation Strategy and Program Guidelines, all joint programs are responsible for designing their own Monitoring and Evaluation Framework, including quantitative and qualitative baseline indicators and for ensuring that a final evaluation of the joint program is undertaken to assess its final performance. It is for this reason that UNDP, the lead agency of the Joint Program contracted an independent national consultant to undertake the final evaluation.

3. A final evaluation is summative in nature and will thus focus on the outcomes as described in the JP document and any subsequent revisions. Using the SDG/MDG monitoring and evaluation strategy, it will look into the design, the process and the results of the program. It will assess how well the intervention was designed and planned including its linkage to the SDGs, the UNDAF, the National Development Plan; the representativeness of stakeholder participation; the extent to which the management structure and technical and human resources contributed to the efficiency in delivering development results; the extent the targeted population, citizens, local and national authorities made the program their own; and monitoring systems put in place. The unit of analysis for the final evaluation is the Joint Program on “Pro-WATER: Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency” understood to be the framework, the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

1.2. EVALUATION SCOPE AND OBJECTIVES

4. In line with the instructions contained in the “Monitoring and Evaluation Strategy” and the “Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund,” final evaluations are summative in nature and seek to:

- a. Measure to what extent the joint program has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.

- b. Generate substantive evidence-based knowledge, by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

5. The evaluation will determine the extent to which the JP contributed to the attainment of the development outputs and outcomes initially expected /stipulated in the program document. It will involve a detailed analysis of the planned activities and outputs and how they contributed to the achievement of results. The evaluation will be based on the Criteria for Evaluating Development Assistance laid out by the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC):¹

Box No. 1: OECD-DAC Evaluation Criteria

- a. **Relevance:** the extent to which the Joint Program is suited to the priorities and policies of the target group, recipient and donors;
- b. **Effectiveness:** the extent to which the objectives were achieved and major factors influencing the achievement or non-achievement of the objectives.
- c. **Efficiency:** the use of the least costly resources to achieve the desired results.
- d. **Impact:** positive and negative changes produced by the development intervention directly or indirectly, intended or unintended.
- e. **Sustainability:** determining whether the benefits of an activity are likely to continue after donor funding has ceased.

1.3. EVALUATION METHOD

6. The evaluation used a combination of desk review, individual interviews, focus group discussions and field visits. Among the documents² reviewed were: official program documents, iWASH assessment results, quarterly monitoring reports, bi-annual and annual progress reports, agency reports, workshop reports, reports of consultants, minutes of meetings of the Program Management Committee, the Technical Working Group, among others. Interviewees included senior management and program staff of Joint Program UN agencies, the officers and staff of the Project Management Office, and officials of implementing government partners like DILG.³ Field visits were made to five (5) municipalities in three (3) regions covered by ProWater⁴.

7. Selection of the municipalities was based on purposeful sampling of LGUs done in consultation with the Monitoring and Evaluation Specialist of the Project Management Office.

¹ The DAC *Principles for the Evaluation of Development Assistance*, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the *Glossary of Evaluation and Results Based Management (RBM) Terms*, OECD (2000).

² Complete List in Annex A

³ Complete List in Annex C

⁴ Bobon, N.Samar and Cauayan and Aroroy, Masbate (Region 5); Basud, Camarines Norte (Region 8) Siayan, Zamboanga del Norte (Region 9)

8. Quantitative analysis techniques were used to assess the Joint Program's performance related to quantitative targets and indicators such as number of LGUs that adopted the iWASH Framework, set up harmonized structures, formulated water sector plans, the cost per output, etc. However, mostly qualitative analysis was used to assess the Joint Program's contribution to outcomes.

9. The evaluation was constrained by one major limitation: limited time to visit all the LGUs covered by ProWater. However, the use of purposeful sampling and triangulation of information effectively addressed this limitation.

II. THE DEVELOPMENT CHALLENGE

10. This section provides a general overview of the water and sanitation situation in the country and how the government addresses the challenges through national policies and programs.

2.1. WATER AND SANITATION SITUATION

11. The Philippines made significant progress from 1998 to 2011 in halving the proportion of people without access to safe drinking water and basic sanitation or those who cannot afford it (MDG 7, Target 7.C). The proportion of families with access to safe drinking water rose steadily from 78.1% in 1998 to 84.4% in 2011 while the proportion of families with access to sanitary toilets has significantly increased from 80.4% to 91.6% in 2011.⁵ But 20% of the latter has shared toilets across all household surveys.⁶ In terms of access to water, while 96% of the households got their water from an improved source, only 32.9% actually got it from piped sources and 36.6% used bottled water.⁷ At the end of 2015, the cut-off year for the MDGs, 86.5% has access to safe water supply⁸ and 83.8% of families have sanitary toilet facilities. This means 13.5% or 3.3 M Filipinos still have no access to safe water supply and 1.3 M families are unable to use sanitary toilets. Furthermore, in spite of the reduction in the number of waterless municipalities from 455 to 288, at least 44 new waterless municipalities were added to the list as a result of migration and increasing birth rate.⁹

12. Even with the increase in the proportion of families with access to sanitary toilets, sanitation remains a critical public health and environmental problem in the country. The World Bank-Department of Health-Environmental Management Bureau pilot project in Sustainable Sanitation in Southeast Asia¹⁰ summarizes sanitation problems in the country as follows:

⁵ The Philippines 5th MDG Report, August 2014

⁶ National Demographic Health Survey 2013

⁷ National Demographic Health Survey 2013

⁸ MDG Watch, Philippine Statistical Authority, <http://www.psa.gov.ph>

⁹ Salintubig Special Technical Working Group Meeting, February 14, 2017

¹⁰ As cited in DOH Administrative Order No. 2010-0021. Sustainable Sanitation As A National Policy and a National Priority Program of the Department of Health

Box No. 2. Sanitation Problems in the Country

- Access to basic sanitation in low-income communities and those living in fragile environments such as above water bodies, isolated islands and remote inlands is much lower than the national average;
- Open defecation in open fields, shorelines or along rivers;
- Only a few septic tanks of households with pour flush toilets have been desludged in the past three (3) years;
- Most of the septage and waste water flow to open canals, rivers and other waste bodies; and
- A large number of communities do not have any visible drains

13. One big contributory factor to the continuing problem of water and sanitation is the fragmentation of structures, policies and programs at both the national and local levels. According to a 2013 ADB study, there are 30 different agencies dealing with water but no single department has the over-all responsibility for sector policy and coordination to oversee implementation of sector reform especially outside of Metro Manila.¹¹ At the local level, the same proliferation occurs with the WATSAN Councils, WASH Teams and Local Health Boards. Programming and budgeting are done in several planning modalities and processes such as the Local Poverty Reduction Action Planning, the Annual Investment Planning and the Water and Sanitation Sector Planning.

14. Other factors that contribute to the water and sanitation problem in the country are: a) weak sector planning and monitoring due to lack of water supply and sanitation sector information such as updated local master plans or conflicting sector information; b) for the water sector, the poor performance of water utilities and for sanitation, the lack of a separate sanitation agency and sanitation specialists; and c) low LGU awareness about the costs and benefits of sanitation as evidenced by small budgets for local sanitation programs and projects, lack of feasible project packages and advocacy campaigns.¹²

15. Beyond the technical and financial issues affecting water supply and sanitation is the prevailing poverty in the country which remains at 25% of the population. With hardly enough to buy food and other basic necessities, they can ill afford to pay for water or build toilets. This is often heard in focus group discussions with the barangay leaders, IPs, PWDs and women in waterless municipalities covered by ProWater. "Why build toilets when we have nothing to eat and therefore nothing to defecate?" But as UNICEF pointed out, "This is also an issue of prioritization and households not understanding the costs of not building a toilet. DOH' Zero Open Defecation Program and the Phased Approach to Total Sanitation (PHATS) community-

¹¹ Water Supply and Sanitation Sector Assessment, Strategy and Road Map, Asian Development Bank, January, 2013, p. 11.

¹² Ibid., pp. 11-15.

based approaches aim to address that.¹³ The Annual Poverty Indicator Survey (APIS)¹⁴ reports that the lowest percentage of households with sanitary toilets are in the poorest regions: Autonomous Region in Muslim Mindanao (50%); Region 8 (77.7%); Region 9 (78.6%) and Regions 7 and 4B (79.9%).

2.2. GOVERNMENT RESPONSE AND STRATEGIES

16. This Section briefly describes policies and programs adopted by the government to address the problems of water and sanitation within the broader and more comprehensive **Mid-Term Philippine Development Plan (MTPDP) for 2011-2016 and the accompanying Mid-Term Public Investment Plan (MTPIP) as well as the Philippine Development Plan (PDP) 2017-2022**. In relation to water, the MTPDP aimed to eliminate waterless areas and provide sanitation facilities through technical assistance and capacity-building programs. The PDP builds on the achievements of the MTPDP and aims to formulate a **Philippine Water Supply and Sanitation Master Plan (PWSSMP)** based on the Philippine Water Supply Sector Road Map (PWSSR) and the Philippine Sustainable Sanitation Roadmap and Plan (PSSRP). It intends to achieve the targets of 95.16% of households with access to safe water supply and 97.46% of the population with access to basic sanitation services by 2022.

17. Under the 2010-2016 MTPDP the government launched the **“Sagana at Ligtas na Tubig Para Sa Lahat” (SALINTUBIG)**, a grant financing mechanism with a budget of P1.5B for waterless communities that has alternately been managed by DOH, NAPC and DILG. Another funding mechanism that government made available for infrastructure investment and capacity development of waterless cities and municipalities is the **Provision of Potable Water Supply Project under the Grassroots Participatory Process Planning and Budgeting**. Lodged in the DILG budget, it allotted the following: 1) For 2013: P1,120,947 for 347 LGUs; 2) For 2014: 2,185,151 for 630 LGUs; and for 2015: 2,642,782 for 708 cities and municipalities.¹⁵

18. The **PWSSMP** will develop strategies and identify priority programs and projects to achieve the following: 1) a coherent institutional and regulatory framework; 2) capable government institutions and service providers sustainably managing the subsectors for improved service delivery; 3) strengthening strategic alliances; and 4) adequate financing and investment to water supply, sanitation and sewerage infrastructure in priority strategic areas.¹⁶

19. **Philippine Water Supply Sector Road Map (PWSSR)** aims to provide access to “safe, adequate and sustainable water for all” through an Integrated Water Resources Management (IWRM) approach with four sector outcomes that support the MTPDP: 1) institutional strengthening; 2) capacity development; 3) strategic alliance-building; and 4) adequate infrastructures. It envisions that by 2015, the percentage of the population that lacks access to safe drinking water and sanitation would have been halved and that 60% of water service

¹³ Louise Maule, UNICEF

¹⁴ APIS, 2012

¹⁵ Joint Program ProDoc, p.22.

¹⁶ Conduct of Philippine Water Supply and Sanitation Master Plan in www.neda.gov.ph

providers would have been regulated. By 2025, its goal is to achieve universal access coverage and sustained utility operations; continued coverage expansion of existing formal utilities at par with population growth; and regulation of all water supply providers.

20. **Philippine Sustainable Sanitation Roadmap and Plan (PSSRP)** aims for ‘a clean and healthy Philippines through safe, adequate and sustainable sanitation for all’ through five strategies that will be translated to priority programs within three MTPDPs from 2010-2028. These are: “1) responsive sanitation governance and regulation strengthening; 2) improved service delivery through communication and capacity development; 3) strengthened strategic alliances among multi-stakeholder groups; 4) financing and adequate infrastructure investment; and 5) emergency sanitation response.”¹⁷ Specifically, it aims to halve the percentage of the population without sustainable access to basic sanitation by 2015 and in 2016 that: 1) at least 70% of LGUs will have local sanitation plans and budgets; 2) at least 85% of the population in 92 priority cities and provinces have access to sanitary toilets; and 3) national agencies such as DOH, DILG, LWUA have put in place sanitation policies, plans and programs consistent with PSSP. By 2028, it envisions 100% access to safe and adequate sanitation facilities; behavior change and hygiene practices will have been accepted; and mechanisms for sustainable sanitation will have been institutionalized.

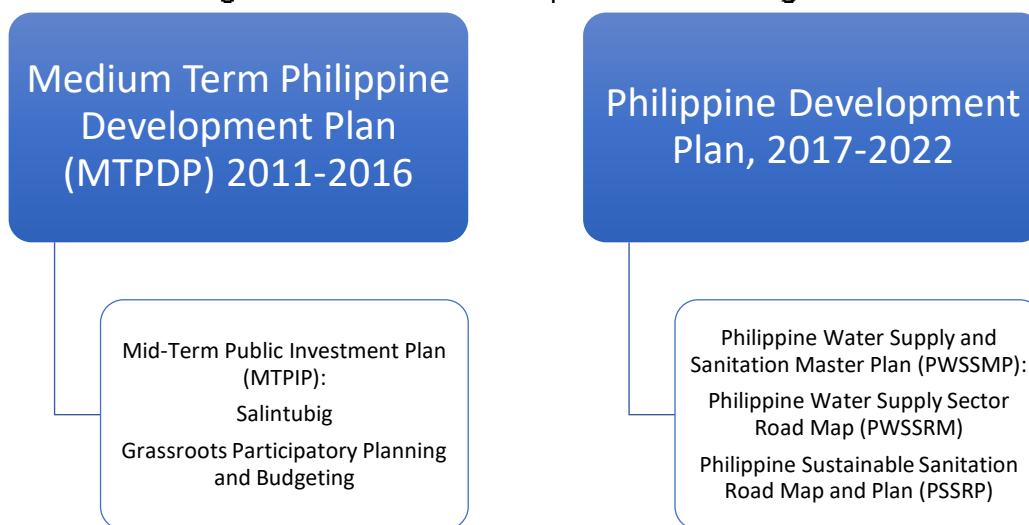
21. In line with PSSRP, the Department of Health developed The **National Sustainable Sanitation Plan (NSSP)** which envisions that “all provinces, cities and municipalities have declared sustainable sanitation as a policy; half of all municipalities have local sustainable sanitation programs including local sustainable sanitation communication and health promotion plans; and sixty percent (60%) of all barangays practicing open defecation will be declared Zero Open Defecation (ZOD) status.”¹⁸ To implement the NSSP, The **Phased Approach to Total Sanitation (PHATS)** was formulated as a national strategy which aims for universal access to improved sanitation and promotes the Zero Open Defecation Program through change of behavior and social norms as well as building resilience.

¹⁷ Philippine Sustainable Sanitation Road Map, DOH, April, 2010.

¹⁸ Joint Program Document, p. 22

The government response and strategies are summarized in the following diagram:

Figure 1: Government Response and Strategies



III. DESCRIPTION OF THE JOINT PROGRAM

3.1. JOINT PROGRAM LOGIC MODEL

22. For the longest time, UN agencies and government departments working on promoting sustainable access to safe water, sanitation and hygiene have worked separately. This has resulted in a situation where toilets are built in areas where there is no water or where water is available but sanitary facilities do not exist or where there is water but its quality is not tested resulting in high incidence of water-borne diseases. To address these contradictions, a Joint Program with an Integrated Water, Sanitation and Hygiene Framework was designed bringing together three UN agencies that have worked separately on various aspects of WASH: UNDP, UNICEF and WHO. The integration of efforts among the implementing partners occurred at different levels: 1) the preparation of the iWASH Operational Framework which was finally adopted in July, 2016; 2) conduct of iWASH Assessments, data consolidation and analysis; 3) training on Risk Assessment and Water Quality Monitoring (WHO) and Sanitation Concepts and Hygiene Concepts and Approaches (UNICEF/DOH); and 4) Results-Based iWASH Sector Planning (Joint Program Partners).¹⁹

23. The JP's national implementing partners are the Department of Interior and Local Government (DILG) and the Department of Health (DOH). Participating institutions came from the national, regional and local levels. National participating institutions included the National Economic Development Authority (NEDA), the National Water Resources Board (NWRB), the

¹⁹ As reported by Jaime Antonio, National Program Coordinator to the Program Management Committee, August 22, 2016

Philippine Commission on Women (PCW), UN Civil Society Advisory Committee and the Maynilad Water Academy. In Year 1, the JP will work with Regional Hubs in Regions 5, 8 and 9 that will cover 10 municipalities in three provinces, namely Camarines Norte, Masbate, Northern Samar and Zamboanga del Norte. In Year 2, the JP aimed to expand to 20 more municipalities in Camarines Sur, Masbate, Eastern Samar, Northern Samar, Zamboanga del Norte and Zamboanga Sibugay. A multi-sectoral program, it also worked with local civil society organizations and community groups.

24. This JP builds on a previous Spanish-funded MDGF Joint Program (MDGF 1919) for 36 waterless municipalities known as "Enhancing Access to and Provision of Water Services with the Active Participation of the Poor." MDGF 1919 recommended policy reforms that will assist Local Government Units (LGUs) and water service providers (WSPs) in encouraging investment in poor waterless municipalities. It also enhanced local capacities to plan for, design, implement, operate, maintain, and manage water supply systems. This JP also gained from the experience of MDGF 1656 on "Strengthening the Philippine Institutional Capacity to Adapt to Climate Change," another Spanish-funded MDGF Joint Program.

25. While capitalizing on the achievements of the previous Joint Programs on Water and Climate Change, the Joint Program on Pro-Water aims to introduce several innovative features: a) an integrated framework for delivering safe water, sanitation and hygiene (IWASH); b) a strong gender dimension not only in terms of women and girls as target claim holders but also as change agents in decision-making and control of resources; c) focus on enhancing the capacity of local government units in waterless municipalities to provide safe water, sanitation and hygiene using an integrated framework in planning, programming and budgeting guided by the principles of resiliency, integrity, access, empowerment, gender equality and human rights; d) multi-stakeholder participation in the delivery of water services utilizing CSOs, the academe, community groups and public-private partnerships; and e) the JP goes beyond the household to included health centers, schools and public spaces such as transport terminals and parks.

3.2. JOINT PROGRAM RESULTS FRAMEWORK

26. The Pro-Water joint program aims to contribute in achieving the outcome of ***"Empowered citizens and resilient communities with access to sustainable safe water and sanitation services, live healthy and productive lives through integrated water, sanitation and hygiene approach."***

The joint program outcome will be measured according to:

- Increase in participation of women and girls, in planning, decision-making, monitoring and implementation of safe water, sanitation and hygiene projects and programs.
- Reduction on incidence of water-borne diseases and practice of "open defecation" in target municipalities based on increased access to water services, improved sanitation and advocacy campaigns on hygiene.

27. In order to contribute in achieving the outcome, the joint program will undertake activities and deliver eleven (11) outputs guided by the integrated safe water, sanitation and hygiene systems approach. These activities and outputs are in the Results Framework in Annex A of this Report.

3.3. JOINT PROGRAM INTERVENTION

The Joint Program has three (3) components with their corresponding outputs:

28. Component 1. Improved governance of safe water, sanitation, and hygiene at all levels, especially at the local levels.

Output 1.1: Structures and mechanisms for safe water, sanitation, and hygiene harmonized and strengthened along sector issues relating to CCA/DRR, PPP and Gender Equality and Women's Empowerment.

Output 1.2: Policies, plans, programs integrating gender responsive and rights-based principles of CCA/DRR and PPP for safe water, sanitation, and hygiene are formulated.

Output 1.3: LGUs' AIP budgets for safe water, sanitation, and hygiene includes allocations for gender and CCA/DRR.

Output 1.4: CSOs engage and participate in policy making, planning, budgeting and monitoring for integrated safe water sanitation and hygiene.

Output 1.5: Women and girls organized to engage with CSOs and LGUs in policy making, planning, budgeting and monitoring for integrated safe water, sanitation and hygiene.

Output 1.6. Social contracts for safe water, sanitation and hygiene are forged between community water users and providers.

29. Component 2. Broadened access to safe water, sanitation, and hygiene through improved solutions that are demonstrated in the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces.

Output 2.1: Integrated safe water, sanitation and hygiene systems demonstrated, accepted and adopted by LGUs and communities for households, health centers, schools and public spaces.

Output 2.2. PPPs forged for the implementation of integrated safe water, sanitation and hygiene systems approach between LGUs and private partners.

30. Component 3. Generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned from the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces.

Output 3.1: Regional Hubs provides relevant capacity development interventions on integrated safe water, sanitation and hygiene that is climate change resilient and gender responsive.

Output 3.2: Enhanced learning materials - based on the integrated safe water, sanitation and hygiene systems approach (integrating CCA/DRR, Gender, PPP).

Output 3.3: Integrated safe water, sanitation and hygiene promoted to LGUs.

IV. EVALUATION FINDINGS

31. This chapter provides an analysis of the evidence relating to the evaluation criteria, and addresses the key evaluation questions as set out in the evaluation Terms of Reference. The discussion is divided into four topics: 1) relevance; 2) effectiveness; 3) efficiency; and 4) sustainability.

4.1. RELEVANCE

4.1.1. Sustainable Development Goals

32. The Joint Program is directly aligned with Goal No. 6 of the Sustainable Development Goals: “Ensure access to water and sanitation for all” but as a basic resource, it also contributes to SDGs 1-5, 7-17. Integrated safe water, sanitation and hygiene is one of the key factors that will result into a healthy population who can avail of quality education (SDG 4) and decent work opportunities (SDG 8). This is one of the means to end the cycle of poverty and hunger (SDG 1 and 2). When water is universally available and accessible, women especially from poor, waterless communities can have time to engage in productive work like men thus promoting gender equality and women’s empowerment. (SDG 5)

33. For the Joint Program, the relevant SDG targets and indicators are as follows:

Box No. 3. Targets and Indicators of Goal No. 6 Relevant to ProWater

1. By 2030, achieve universal and equitable access to safe and affordable drinking water for all.

Indicator: Proportion of people using safely managed drinking water services

2. By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.

Indicator: Proportion of people using safely managed sanitation services including a handwashing facility with soap and water.

3. By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally

Indicator: Proportion of wastewater safely treated; proportion of bodies of water with good ambient water quality.

4. Support and strengthen the participation of local communities in improving water and sanitation management.

Indicator: Proportion of local administrative units with established and operational policies and procedures for participation of local communities in water and sanitation

management

5. By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies

Indicator: Amount of water and sanitation-related official development assistance that is part of a government-coordinated spending plan

4.1.2. UNDAF/CPD/UNDP Strategic Plan

34. The JP outcome of “Empowered citizens and resilient communities with access to safe water and sanitation services, live healthy and productive lives through integrated water, sanitation and hygiene approach is aligned with the UNDAF Outcome namely, “capacities of claimholder and duty bearers will have been strengthened to promote human rights, justice, integrity, sustainability and the rule of law in governance.” It is also in line with the Country Program Document (CPD) Sub-Outcome Statement which states: “By 2018, the poor and disadvantaged have increased participation in governance processes and oversight functions.” Similarly, it is connected with SP Outcome 2 of the UNDP Strategic Plan (2014-2017): “Citizen’s expectations for voice, development, rule of law and accountability are met by stronger systems of democratic governance.”

4.1.3. Government Priorities and Strategies

35. As extensively explained earlier,²⁰ Pro Water is in consonance with the **Philippine Mid-Term Philippine Development Plan (MTPDP) for 2011-2016 and the accompanying Mid-Term Public Investment Plan (MTPIP) as well as the Philippine Development Plan(PDP) PDP for 2017-2022**. In relation to water, the MTPDP aimed to eliminate waterless areas and provide sanitation facilities through technical assistance and capacity-building programs while the PDP aims to develop a Philippine Water Supply and Sanitation Master Plan. Within this overarching framework are the **Philippine Water Supply Sector Road Map (PWSSR) and the Philippine Sustainable Sanitation Roadmap and Plan (PSSRP)** both of which were explained earlier.

4.1.4. SDG-F Thematic Window

36. The SDG Fund brings together partners working on convergent aspects of water and sanitation: infrastructure, governance, health, education, environmental protection, and gender equality. As a SDG Fund program, ProWater applies a multisectoral approach to the problem of water and sanitation and includes the following key dimensions: 1) Promotion of democratic and transparent water and sanitation governance systems; 2) Improving access to water and sanitation services for the poor and marginalised; 3) Ensuring healthy lives; and 4) Promoting integrated water governance and climate change adaptation

²⁰ See pp. 18-20

4.2 IMPLEMENTATION AND MANAGEMENT

4.2.1. Activity Implementation

37. The Joint Program was to be implemented for a two-year period from January, 2015-December 2016 but actual implementation was only from the second quarter of 2016 due to the time it took to formulate work plans, receive and process funds and complete the iWASH assessments which were meant to inform the ProWater programs to be implemented. Budget realignment and no cost extension for ProWater until June, 2017 took some time to be approved by the PMC, the NSC and the SDGF Secretariat delaying the completion of the activities further. ProWater was finally granted a six-month extension from January to June, 2017 by the SDGF Secretariat to finish its activities. Other challenges in activity implementation were: 1) delayed approval and signing of the amended MOA by the RHub partners and finalization of their respective Multi-Year Work Plans which meant direct program implementation started only in September, 2016; 2) capacity-building needed for RHubs before they can engage with training the LGUs; 3) lengthy preparation and coordination for community organizing and sector planning; 4) LGUs' slow compliance with Salintubig requirements such as MOA, SB Resolution, DED/FS delayed release of GPH counterpart funds; 5) national elections of 2016 . It must be noted however that some activities did go ahead in the first year as some LGUs did have WASH plans already even if they were not as comprehensive and integrated as the iWASH framework intended.

38. The PMO prepared a "catch-up plan" (October 2016 -June 2017) to fast track project activity implementation including a detailed financial plan and guidelines for funds utilization, management and reporting by RHubs and DILG Regional Offices.

39. In the meantime that SDGF program activities were being delayed by these factors, UN agencies like UNICEF and WHO continued on-going programs in some of the target sites in line with the over-all SDGF Work Plan. For example, UNICEF through a partnership agreement with Action Against Hunger (ACF) was able to "support the MWash Councils, provided capacity-building and monitoring support for CLTS, WASH in schools and WASH in day care activities. In Camarines Norte, we had on-going technical support for WASH in day care."²¹

40. Based on the ProDoc, the JP will target on its first year of implementation "approximately 2,000 households especially women-headed homes, children and IP families, three (3) schools, three (3) health centers and three (3) important public spaces such as markets and transport terminals in six (6) waterless municipalities in four (4) poorest provinces and three (3) regional hubs, in three (3) regions). On the second year of its implementation, the tested and refined solutions will be applied in other waterless municipalities in the other poorest provinces in the Philippines."

²¹ Louise Maule, UNICEF

41. Activity implementation was vested and integrated into the functions of the participating national institutions. A **Program Management Office (PMO)** was created and lodged at the DILG, being the lead implementing partner of the joint program. A Program Manager was engaged to manage and supervise the day to day operations of the program and was responsible for planning, coordination and management of joint program implementation along with the Financial Specialist and Administrative Officer. The National Program Coordinator, The Monitoring and Evaluation Officer, the Junior Project Officer and the Communications and Advocacy UNV completed the ProWater Team. The PMO staff dedicated 100% of their time to project management.

42. Two (2) local structures were tapped for the implementation of the joint program: the expanded **Municipal Water and Sanitation Council** to include water safety and hygiene concerns as the focal structure and **Regional Hubs** as knowledge management and capacity-building centers for IWASH. The former was responsible for implementing the activities and delivering outputs at the local level while the latter developed the capacities of LGUs, CSOs and community groups using the integrated WASH approach. The Municipal Water and Sanitation Council is composed of the Municipal Planning and Development Coordinator (MPDC), Municipal Engineer, Municipal Health Officer, Budget Officer, Local Government Operations Officer, Sangguniang Bayan Councilor for Infrastructure or Appropriation, Gender Focal Person, Municipal Disaster Coordinating Officer, representatives from the Provincial government (Water, Health and Sanitation) representatives from Water District and civil society organizations. The Team was headed by the Municipal Planning and Coordination Officer.²²

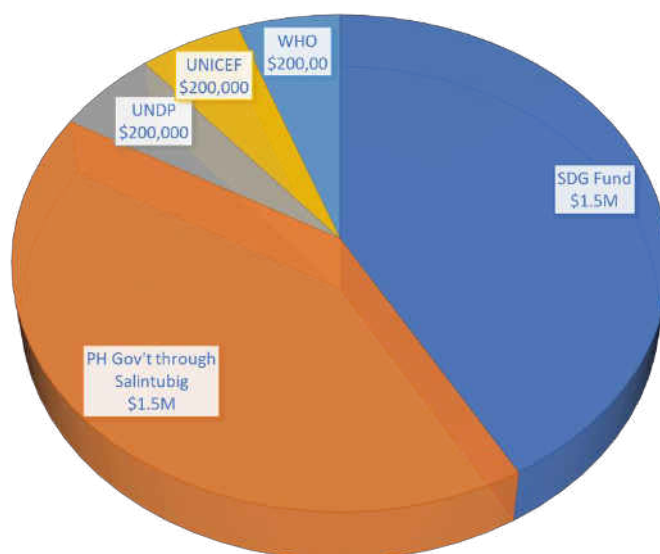
43. The integration of activity implementation into the integral functions of national institutions like DILG and local structures like the expanded Municipal Water and Sanitation Council will establish ownership, contribute to institutional strengthening and accountability as well as ensure sustainability.

4.2.2 Financial Disbursements

44. The over-all Joint Program budget is \$3.6M broken down as follows: SDG Fund: \$1.5M; Philippine Government through Salintubig: \$1.5M; and the UN agencies: \$.6M (UNDP: \$200,000; UNICEF: \$200,000; and WHO: \$200,000).

²² Joint Program Document, Pro-Water, pp. 37-38.

Figure 2. Breakdown of Joint Program Budget (in USD)



45. The allocation of the SDG Fund of \$1.5M to the different UN agencies are in Table 1. The initial low disbursement and low delivery rate of SDG funds were basically due to the delayed transfer of funds especially at the early part of program implementation. While waiting for the funds to arrive, UNDP drafted and finalized the Memorandum Of Agreement and Annual Work Plans of the three (3) Regional Hubs as well as oriented them on the ProWater Joint Program. UNICEF and WHO advanced their own Funds while DILG utilized the program funds retained with them. The processing of direct payments by UNDP were put on hold. However, when the second and last tranche arrived, the rate of project delivery picked up.

Table 1. ProWater SDG Funds²³
(As of June 30, 2017)

UN Agency	Total Approved Funds	Total Funds transferred to date	Total Funds Committed to date	Total funds disbursed to date	Remaining Funds To Be Disbursed	Delivery Rate (%)
UNDP	900,000.00	900,000.00	900,000.00	777,013.66	122,986.34 (56,179 for Rhubs which have not been reported on; PMO-5495.78)	86.33
UNICEF	400,000.00	400,000.00	400,000.00	297,211.37	102,788.63	74.30
WHO	200,000.00	200,000.00	200,000.00	193,228.00	6,772.00	96.61
Total	1,500,000.00	1,500,000.00	1,500,000.00	1,267,453.03	232,546.97	84.49

²³ Financial Report, June 30, 2017 of Maritess Delfin, ProWater Finance Specialist

46. The UN partner agencies contributed counterpart funds to the JP. While the ProDoc originally provided that each agency will contribute \$200,000 each, the actual contribution exceeded the pledged amount not only due to the importance and priority they gave to iWASH but also because they had their own current programs running parallel with the JP. By putting money in the Program, they also increased the resources available to the attainment of Goal 6 of the SDGs.

Table 2. Actual Matching Funds (As of June 30, 2017)²⁴

UN Agency/ GPH	Actual Matching Funds	Total Funds Transferred to Date	Total Funds Committed to Date	Total Funds Disbursed to Date	Delivery Rate (%)
UNDP	250,000.00	250,000.00	135,530.06	65,105.82	26.04
UNICEF	366,312.00	366,312.00	338,924.00	338,924.00	92.52
WHO	200,000.00	200,000.00	200,000.00	200,000.00	100
DILG	2,980,252.04	2,980,252.04	2,980,252.04	1,058,214.66	35.5
TOTAL	3,769,564.04	3,769,564.04	3,654,706.10	1,662,244.48	44.10

47. Of the three UN agencies, UNICEF contributed and disbursed the most out of their own funds (\$338,924) followed by WHO (\$200,000) and UNDP (\$65,105.82). The bulk of UNICEF funds went to Components 1 and 2 on improved governance and broadened access to improved solutions, respectively, spending more on the latter (\$201,206) compared to the former (\$127,399). Like UNICEF, WHO chose to put its money on Components 1 and 2 particularly on iWASH systems demonstrated, accepted and adopted by LGUs and communities for households, health centers, schools and public spaces \$100,000). UNDP on the other hand placed most of its money on Component 3 particularly on the capacity development interventions of RHUBs in the LGUs (\$27,371.47). Consistent with its mandate, DILG used its funds for integrated safe water, sanitation and hygiene systems (\$1,058,214.66). These amounts are summarized in Table 3 below:

²⁴ Ibid.

Table 3: UN Agencies Actual Budget Per Component

Component/Output	DILG	UNDP	UNICEF	WHO	TOTAL
Component 1					
Output 1.1 Structures and mechanisms		7,079	31,867	60,000	98,946.30
Output 1.2 Policies, plans, programs			50,423	40,000	90,423.00
Output 1.3 LGUs' AIP Budgets			27,094		27,094
Output 1.4 CSOs engage and participate					
Output 1.5 Women and girls organized			18,015		18,015
Output 1.6. Social contracts					
TOTAL		7,079	127,399	100,000	234,478.30
Component 2					
Output 2.1. Integrated iWASH systems	1,058,214.66	4640.24	201,206	100,000	1,364,060.90
Output 2.2 PPPs forged					
TOTAL	1,058,214.66	4640.24	201,206	100,000	1,364,060.90
Component 3					
Output 3.1. RHubs provides relevant capacity development		27,371.47	10,319		37,690.47
Output 3.2 Enhanced learning materials					
Output 3.3 IWASH promoted to LGUs.		23,138.52			23,138.52
TOTAL		50,509.99	10,319		60,828.99

48. Of the three (3) components of the Joint Program, **the highest delivery rate was Component 2** on “Broadened access to safe water, sanitation, and hygiene through improved solutions that are demonstrated in the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces” **delivering 99% of \$243,772**. The **next highest delivery rate was Component 1** on “Improved governance of safe water, sanitation, and hygiene at all levels, especially at the local levels” which **delivered 84% of \$474,432**. **Component No. 3** on “Generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned from the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces” had the **lowest delivery rate among the three components at 71% of \$488.665**.

49. For **Program Management Support**, the delivery rate is 89% out of \$195,000 while for **general operating and other direct costs**, 117% of \$98,131 has been spent which means it went beyond its budget.

50. It should be added that a realignment of the SDGF budget was requested by PMO and subsequently approved by the PMC due to the over allocation of funds for Component 1 and the need for more resources for Components 2 and 3. The realignment is as follows:

Table 4: Budget Re-Alignment

COMPONENT	Original Approved Budget Allocation (\$)	Revised Budget Allocation (\$)	Variance /Increase/ Decrease (\$)	Percentage (%) of Re-allocation
1. Improving Governance of Safe Water Sanitation & Hygiene	657,600.00	474,432.00	(183,168.00)	(27.85)
2. Demonstrating Solutions to Broaden Access to Safe Water Supply and Improve Sanitation & Hygiene	136,000.00	243,772.00	107,772.00	79.24
3. Generating & Utilizing knowledge on Safe Water, Sanitation and Hygiene	413,269.00	488,665.00	75,396.00	18.24
4. Programme Management Support	195,000.00	195,000.00	0	0
5. 7% Direct Cost	98,131.00	98,131.00		0
Total	1,500,000.00	1,500,000.00	0	69.63

51. Over all, out of the \$1.5M SDG funds, ProWater spent as of June 30, 2017, 86% or \$1,290,000. This can still increase as there are other payables that ProWater has been given up to one year (June 30, 2018) for processing although it aims to finish all these transactions by December 30, 2017. The delay in processing of payments are mostly attributed to the weaknesses of RHubs' as Fund Managers as shown in: 1) submission of incomplete supporting documents; 2) delay in the liquidation of cash advances; 3) slow processing of financial transactions/payments; and 4) revision of financial reports. UNDP is however also faulted for delay in: 1) the release of quarterly financial documents resulting in delayed timely review and evaluation of the data entry as to its accuracy and correctness as per submitted Financial Report; and 2) processing of direct payment requests.²⁵

²⁵ Data provided by Tess Delfin, Finance Officer of PMO

**Table 5. Allocation and Delivery Per Component
(June 30, 2017)**

Component	Amount Allocated	Delivery Rate
Component 1	\$474,432 (31.62%)	84%
Component 2	\$243,772 (16.25%)	99%
Component 3	\$488,665 (32.57%)	71%
Program Management Support	\$195,000 (13%)	89%
General Operating and Other Costs	\$98,131 (6.5%)	117%
TOTAL	\$1,500,000	86%

4.2.3. Management Arrangements

52. On top of the Joint Program’s management and governance structure providing guidance and direction is the **National Steering Committee** composed of the Deputy-Director General of NEDA, the UN Resident Coordinator and the Designated Representative of the Government of Spain. More broadly based is the **Program Management Committee (PMC)** composed of the UN agencies (UNDP, UNICEF, WHO, UNWOMEN), their national implementing partners (DILG, DOH, NWRB, and PCW) and representatives from the private sector and civil society. RHubs and LGUs are occasionally invited to share their experiences and insights on the implementation of their programs and projects. Aside from serving as venue for joint program updates, PMC also discusses revised work plans and proposed budget realignment. A **Technical Working Group** composed of the technical staff of all participating UN agencies, government Departments, civil society organizations and regional hubs supports the work of the Program Management Committee. A **Program Management Office (PMO)** housed at the DILG and headed by a Program Manager assisted by a National Program Coordinator, Jr. Project Officer, Finance Officer and Monitoring Evaluation Officer coordinates and manages the implementation of the Joint Program.

Figure 3. Joint Program Management Structure

National Steering Committee	Program Management Committee (PMC)
Provides guidance and direction to the Joint Program’	Serve as venue for Joint Program updates and discusses revised work plans and proposed budget realignment
Technical Working Group	Program Management Office (PMO)
Supports the work of the PMC	Coordinates and manages the implementation of the Joint Program

4.3. EFFECTIVENESS

4.3.1. Output Delivery and Contribution to Outcomes

53. The Pro-Water joint program aims to contribute in achieving the outcome of ***“Empowered citizens and resilient communities with access to sustainable safe water and sanitation services, live healthy and productive lives through integrated water resources management approach.”***

The joint program outcome will be measured according to:

- Increase in participation of women and girls, in planning, decision-making, monitoring and implementation of safe water, sanitation and hygiene projects and programs.
- Reduction on incidence of water-borne diseases and practice of “open defecation” in target municipalities based on increased access to water services, improved sanitation and advocacy campaigns on hygiene.

54. Before assessing how each component contributed to achieving the Program Outcome, it must be noted that in the final and signed Program Document the framework is Integrated Water Resources Management (IWRM) but was changed to iWASH after the launch of the JP. The Technical Working Group decided that the full details of the iWASH Framework would be established during the actual implementation of the JP “based on the experiences of programme implementors at the national and local levels—to make it more knowledge based and all agencies contributing to the development of the frame.”²⁶ An operational iWASH Framework was developed and approved by the Technical Working Group on July 13, 2016 described as “synthesizes available knowledge and existing efforts by program sector partners on WASH which translate to concrete iWASH interventions, workable strategies and practical entry points for engaging and organizing community groups for iWASH; developing, operating and managing infrastructures for iWASH; and sustaining these efforts through local planning and policy development on iWASH.”²⁷

55. Component 1: Improving Governance on Safe Water, Sanitation, and Hygiene²⁸

²⁶ Email of Jaime Antonio, National Coordinator, ProWater, 21 July 2017.

²⁷ 2016 ProWater Annual Project Report, p. 10.

²⁸ Report of Reine Reyes, Monitoring and Evaluation Officer to the Technical Working Group, June 30, 2017

Table 6.
Component I
End of Project Targets and Actual Progress

End of Project Targets	Actual Progress	LGUs
1. Ten (10) LGUs adopted the Integrated Water, Sanitation and Hygiene Framework	Ten (10) Adopted iWASH Framework	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan, Aroroy, Cauayan, Monreal, Milagros
2. Six (6) LGUs had harmonized structures created for safe water, sanitation and hygiene	Six (6) Created Harmonized Structures	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan
3. Six (6) LGUs formulated policies for integrated safe water, sanitation and hygiene system that mainstreams CCA, DRR and gender equality.	Six (6) Formulated Policies	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan
4. Ten (10) out of ten (10) targeted LGUs have adopted integrated safe water, sanitation and hygiene outside of the target areas	Ten (10) Adopted IWASH	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan, Aroroy, Cauayan, Monrel, Milagros
5. Six LGUs formulated water sector plans for integrated safe water, sanitation and hygiene system that mainstream CCA, DRR and gender equality. The end of project target was only six (6).	Exceeded Target: Ten (10) formulated Water Sector Plans although only 2 are written in their final form	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan, Aroroy, Cauayan, Monreal, Milagros
6. Six LGU's Annual Investment Plans had budgets for integrated safe water, sanitation, and hygiene that included allocations and expenditures of at least 5% for gender equality and 5% for CCA/DRR.	Exceeded Target: Ten (10) had Annual Investment Plans	Bobon, Mapanas, Capalonga, Basud, Siayan, Sindangan, Aroroy, Cauayan, Monreal, Milagros
7. Five (5) CSOs participated in policy making, planning, budgeting and monitoring for integrated safe water, sanitation and hygiene with gender equality and women empowerment programs.	Exceeded Target: Nine CSOs participated	5 CSOs of Regions 5, 8 and 9 Action Against Hunger Relief International CHSI Single Drop (ASDSW)
8. Six (6) LGUs have Comprehensive Land Use Plans_(CLUP)_that have outcomes, outputs and activities on integrated safe water, sanitation and hygiene system that mainstreams CCA, DRR and gender equality.	Did not meet target: Only two (2) had CLUPS	Sindangan and Siayan
9. Six (6) LGUs formulated social contracts for safe water, sanitation and hygiene.	Did not meet target: Only five (5) had formulated Social Contracts.	Siayan, Sindangan, Mapanas, Bobon and Basud

56. Except for a few outputs that were not yet delivered or completed as of writing this Evaluation, the Program did well in delivering this component thus contributing to the over-all outcome.

1. iWASH Councils were created and institutionalized through Resolutions and Ordinances passed by the Sangguniang Bayan; 16 iBAWASAs were either organized or revived.

- Beyond the establishment of the iWASH Councils and the iBAWASAs, however, the major challenge is keeping them operational. Since both were organized or revived only in the latter part of 2016 or early part of 2017, it is too early to tell if they will continue to be functional. The performance of iWASH Councils varies. Some are more functional than others. For example, in Bobon, Northern Samar, the iWASH Council which meets regularly has: 1) developed the iWASH Sector Plan²⁹ where targets are already reflected in their 2017 Operational Plan and will also be integrated in their 2018 Annual Investment Plan; 2) started the construction of iWASH Facilities; and 3) seven (7) barangays have undergone CLTS/ZOD and are targeted to be ZOD-certified by July, 2017. This means either temporary and/or makeshift toilets and standard sanitary toilets were constructed and no longer practice open defecation. On the other hand, in Region 8, the Rhub made the following observation about the Mapanas iWASH Council: "Their role as Members of the iWASH Council has not yet sink in on them. They failed to call meetings without our instruction when they are expected to meet regularly to discuss matters related to iWASH." The iBAWASAs face the same problem of playing their roles effectively. According to Rhub 8: "The thinking is still that of a common water consumer who is used to the practice of consuming water for free." It is quite clear that iWASH Councils and iBAWASAs need a lot of hand holding and mentoring. Setting up new structures or even reviving old ones and keeping them functioning and operational are two different things.

2. iWASH Sector Plans were formulated by the iWASH Councils

- While 10 LGUs went through the process of formulating their Water Sector Plans with the assistance of their respective Regional Hubs, only Siayan, Sindangan and Mapanas have completed their written WSPs which were subsequently adopted by the iWASH Councils. The three (3) Water Sector Plans are now available with the PMO.
- The Siayan Water Sector Plan (2017-2022) had a clear and coherent Results and Resources Framework with well-defined outputs, indicators and activities backed by an Investment Plan. According to Mayor Flora Villarosa, the WSP helped move Siayan from a sixth class to a second class municipality although the majority of the people remained poor. The Water Sector Plan addressed both the soft and hard components of the iWASH framework with a proposed five-year P242 M budget that will cover water (P129M), sanitation (P108 M) and the preparation of Barangay Water Sector Plans (P5M). It included climate change adaptation and disaster risk reduction and gender was mainstreamed in particular provisions such as in the design of sanitation facilities. Gender budgets were also allocated

²⁹ As of this writing though, I have not seen yet the Water Sector Plan. This was based on the focus group discussion with the Mayor and the iWASH Council

in the Family Development Section with budgets on iWASH, hygiene kits, and in the construction and rehabilitation of handwashing facilities.

- The Mapanas iWASH Sector Plan needs further refinement particularly the outputs and indicators of its Results and Resources Framework. For example, the outputs “decrease in water borne diseases” and “clear source of income” have no baselines though the target for the latter is “20% increase in income.” The intended outcome is simply stated as “Improved Quality of Life” and the outcome indicators are “as stated in Municipal CLUP” and “as stated in the the “Medium Term Municipal Development Plan.” Both of these assume that CLUP and the MTMDP are accessible and available to the Evaluator which they are not. The total investment cost for the iWASH Sector Plan is P40.05M with P32.28M for water infrastructure, P3.74M for sanitation and P4.02M for the “soft” component. An analysis of the budget items for the latter did not show anything allocated for gender mainstreaming or climate change adaptation and disaster risk reduction.
- The other municipalities have finished gathering data for their respective Water Sector Plans but the plan has not yet been written up. However, the data and information in the draft Water Sector Plans have already been used to guide LGU planning and budgeting on iWASH and integrated in the AIP, CDP and CLUPs of specific LGUs. For example, Bobon used the targets of its Water Sector Plan in its 2017 Operational Plan and will also be integrated in its 2017 Annual Investment Plan. Basud also has a Water Sector Plan with iWASH budgets and targets included in the Annual Investment Plan. Mapanas also integrated iWASH targets in its Annual Investment Plan. The Regional Hub provided assistance in the preparation of the iWASH Sector Plan as well as in the conduct of the assessment, community organizing, and other activities for the Community Led Total Sanitation (CLTS). In at least one municipality, the Regional Hub is having difficulty finding a consultant to put together the Water Sector Plan due to the low professional fees offered for the job.
- In other words, while the target municipalities completed the process of water sector planning through the assistance of Rhubs, the finished products which are the written, final Water Sector Plans are yet to be delivered except for a few like the Siayan, Sindangan and Mapanas Water Sector Plans.

3. Water Safety Plans and iWASH

- While Water Safety Plans (WSP) have been developed in ten (10) municipalities with WHO-DOH providing the training, coaching and mentoring, water supply facilities have yet to be constructed or bidden in a number of barangays. In other places, the Detailed Engineering Designs (DED) have still to be finalized. As of June 30, 2017, there are four (4) project sites with on-going construction while three (3) project sites have existing water systems waiting for Salintubig projects for expansion. The remaining project sites are still waiting for the Salintubig projects. Once the Water Supply System has been installed, the WSP has to be updated. The WSPs also have to be submitted and approved by the local Drinking Water Quality Committees that have yet to be created. Like the Water Sector Plan, the challenge is in monitoring the implementation of the Water Safety Plan.

- The Water Safety Plan Team of WHO-DOH recognizes the benefits of the iWASH Framework. For instance, it has helped them identify hazards and risks and respond with appropriate control measures to protect drinking water facilities.

4. Annual Investment Plans with 5% for Gender Equality and 5% for CCA/DDR

- As of writing this Report, the Evaluator has seen two Annual Investment Plans: for Siayan, Zamboanga del Norte and Mapanas, Northern Samar. Neither Siayan's P243M Annual Investment Plan for 2017-2022 or Mapanas's P40.05M for 2017-2026 has any allocation at all either for Gender or CCA/DDR. The National Program Coordinator explained that the 5% allocation for gender or CCA/DDR will not be in the Annual Investment Plan but will be in the Water Sector Plan.
- The following had investment targets and requirements for iWASH in their respective LGU Water Sector Sector Plans: Basud, Capalonga, Aroroy, Cauayan in Region 5; Bobon in Region 8; and Sindangan in Region 9. The investments totalling P1387.86B was broken down into: safe water supply (P955.15M); sanitation and hygiene (P390.16M); and Capacity Development for social preparation, community organizing, information, education and communication, and monitoring and evaluation training (P42.55M). This must be checked if there is 5% for Gender Equality and 5% for CCA/DDR. The ProWater Gender Focal Point noted that "the budget for iWASH as reflected in the Sector Plan is intended to meet the gaps and inequalities in access to water, sanitation and hygiene that will benefit women and men, boys and girls. Given this the allocation for iWASH is in fact gender responsive and this point is consistent with the government's policy on gender budget attribution." While it is true that Memorandum Circular No. 2016-05 on 'Preparation and Online Submission of FY 2018 GAD Plans and Budgets and FY 2016 GAD Accomplishment Reports' allows for GAD budget attribution of an agency's programs such as the LGU's iWASH Program, it requires that the program be subjected to the Harmonized Gender and Development Guidelines (HGDG) test.³⁰

5. Participation of CSOs

- CSOs actively participated in all target regions of ProWater. In the selection of CSOs to work with, the indicator based on the Results and Resources Framework Is "No. of CSOs participating in policy-making, planning, budgeting and monitoring for integrated safe water, sanitation and hygiene **with gender equality and women empowerment programs.**" Did the partner CSOs of ProWater have gender equality and women empowerment in their programs? If they did, their programs must be specifically mentioned in the Report. Except for the Coalition for Bicol Development of Region 5 which conducted Gender Sensitivity Training for the LGUs, the Evaluator did not come across GEWE programs in the other CSOs.
- In reporting about CSO participation, a distinction must be made between community-based, sectoral NGOs such as IP, farmers, fisherfolks, PWD NGOs and well-established, local Partner CSOs, some with international character e.g. Action against Hunger (ACF),

³⁰ "Memorandum Circular No. 2016-05," pcw.gov.ph

Relief International (RI), Center for Health Solutions and Innovations (CHSI) and A Single Drop of Safe Water (ASDSW).

Box No. 4: CSOs Support in Siayan

Federated CSOs Support iWASH in Siayan, Zamboanga del Norte

In Siayan, Zamboanga del Norte, the CSOs actively participate in the iBAWASAS. Federated CSOs are members of the iBAWASAs and participated in all JP training programs. Federated CSOs included representatives of indigenous peoples, senior citizens, farmers, women, youth, faith-based organizations, PWDs, etc. There are about 1,300+ members of PWD groups while there are about 60 members in farmers' groups. IPs are mostly Subanens who are main proprietors in cassava wine-making and involved in carabao dispersal programs. Advocacy campaigns on iWASH helped in making the IPs learn proper handling and sources of water for cassava wine-making. The CSOs are aware of their right to demand basic iWASH services from government and are monitoring closely the implementation of iWASH projects based on the Program of Work and Social Contract.

6. Women and girls organized.

- The original formulation of this output is: "Women and girls organized to engage with CSOs and LGUs in policy-making, planning, budgeting and monitoring for iWASH." The Evaluator interprets this as ProWater facilitating the organization of women into advocacy groups that will push their issues before decision-making bodies like the iWASH Councils and the iBAWASAs and exist well beyond the life of the JP and/or run for elective positions in these structures. Pro-Water in its Program Document states that "in order to directly contribute to achieving gender equality in the sector, the joint program envisions to achieve the following: "Women and girls organized and capacitated to engage with CSOs and LGUs in governance processes on water and sanitation; organized women and girls participate in the crafting of social contracts for safe water, sanitation and hygiene, monitor the quality of programs and projects as well as the quality of water services on safe water, sanitation and hygiene, delivered to communities."³¹ This was further clarified in the PMC meeting of Nov. 6, 2015 when it was said that: "There is another indicator and target is organizing women's groups around WASH. The 5% increase will only cover actual count of women taking part in ISWSH activities."³² The Evaluator was thus looking for organized groups of women and girls working through, with and in the IWASH Councils and iBAWASAs as the Program Output. Organizing them systematically will contribute to the sustainability of their advocacy efforts.
- The Gender Focal Point however explained that there was a shift from "women organizing" to "women organizing in WASH structures" in consultation with UN Women since resources

³¹ Final Program Document, p. 15

³² Response of Jaime Antonio, National Program Coordinator to question of CD Titon Mitra that the 5% target for women's participation is too small. PMC Minutes, November 6, 2015, p. 5.

and structures are controlled by men in structures such as the iWASH Councils, local associations, etc. The Evaluator agrees that women should be represented in these structures but that is only half of the equation. The other half is organizing them into groups for sustained representation and participation in decision-making bodies.

7. Social contracts for safe water, sanitation and hygiene formulated and recognized by LGUs and CSOs

- Rhubs facilitated and helped finalize the social contracts between the iBAWASAs and the community. The residents were very much engaged in the process and in fact went beyond further to organize Integrity Monitors or Citizens’ Watch Groups to ensure transparency and accountability particularly in the construction of water projects and the iBAWASAs financial transactions and related activities.

57. COMPONENT 2: Broadened access to safe water, sanitation, and hygiene through improved solutions that are demonstrated in the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces.

- The targeted households adopting models for integrated safe water, sanitation and hygiene systems approach that is climate change resilient and gender responsive exceeded the targeted number of 4,000. Based on available data at the time of the Evaluation, five (5) municipalities have adopted IWASH models with a total of 7,214 households:

Table No. 7: Households with iWASH Models

Municipalities	Households
Mapanas	911
Bobon	1607
Siayan	1139
Sindangan	1326
Capalonga	2,231
Total	7,214

- The question maybe asked what “7,214 households” adopting the iWASH model means. Does it mean they are connected to new water supply systems? Two points of clarification were made: 1) “connected” does not necessarily mean new water facilities as there are already existing Level II or even Level 3 water facilities; and 2) “connected” means not only to “hardware” (infra water system) but software (governance system for iWASH) including systems linked to achieving ZOD.”³³

³³ Jaime Antonio, National Program Coordinator in PMS Meeting, November 6, 2015



Barangay Datagan, Siayan, Zamboanga del Norte

- For public spaces such as schools, health centers and bus stops, iWaSH facilities were identified in the 5 LGU targets and investment requirements of the sector plan starting 2018, within a 5-10 year timeframe. UNICEF through its partner Action Against Hunger provided financial and technical assistance to rehabilitate small-scale WASH facilities in 10 schools and 10 day care centers in ZOD barangays in the four (4) municipalities of Masbate.³⁴ A total of five (5) schools benefited from installation of hand pumps while handwashing facilities were constructed in five (5) schools and ten (10) day care centers.³⁵ UNICEF through its Child to Child Approach for WASH in Schools trained 162 elementary school teachers in the four (4) municipalities of Masbate to be “WASH in School (WinS) Patrols” responsible for cascading the training and hygiene promotion roll-out within their respective schools. About 144 WinS patrols were formed. Similarly, 254 day care workers were trained to be WASH in Day Care (WinD) Patrols in the 4 municipalities.³⁶ These patrols also maintained the WASH facilities in their respective municipalities.
- ProWater addressed the “soft” or governance aspects of iWASH and depended on DILG’s Salintubig Program for water infrastructures in Bobon, Mapanas, Siayan, Sindangan, Basud and Capalonga. Though there are ongoing Salintubig projects in these areas, they are at different stages of development. Some have yet to prepare their feasibility study and detailed engineering design. Others still have to complete the bidding process for the construction of the water supply system.

³⁴ Aroroy, Cauayan, Milagros and Monreal

³⁵ SDGF UNICEF Pro Water Progress Report 2015, p. 26.

³⁶ SDGF UNICEF Pro Water Progress Report 2015, p. 21

Table 8: On-Going Salintubig Projects in Selected Barangays

Municipality	Barangay	Level of Water Supply	Total Project Cost	Total Population (2016)
Siayan, Zamboanga del Norte, Region 9	Balok Munoz Seriac Datagan	Level II	P 8M	6,818
Sindangan, Zamboanga del Norte, Region 9	Bago Lawis Misok	Level II	P6M	6,629
Bobon, Northern Samar, Region 8	Sta. Clara Salvacion San Juan Gen. Lukban	Level II	P12M	9,644
Mapanas, Northern Samar, Region 8	Jubasan Magtaon Siljagon	Level II	P9M	4,558
Capalonga, Camarines Norte Region 5	Alayao Catabaguangan Malaque Catioan Poblacion Ubang	Level III	P10M	13,382
TOTAL POPULATION				41,031

- SALINTUBIG has a budget of P1.5B for 2017 for 100 LGUs and has spent only 30% as of June, 2017. For 2018, it has a budget of P1.3B. The delay in SALINTUBIG grants is usually attributed to slow compliance by the concerned municipalities and barangays with requirements such as feasibility study, detailed engineering design, procurement and other documentary requirements.
- While the Evaluation Team was in Aroroy and Cauayan respectively, three Barangays in each municipality, mostly led by women were awarded Salintubig grants of between P1.5M to P2M each. These grants have to be spent in five (5) months for construction or rehabilitation of water facilities or until December, 2017 or they will revert to the national treasury. While the grants were considered “gifts from heaven” the Barangay recipients are anxious about being able to deliver by the end of the year.



Awarding of Salintubig Grants to Barangay Recipients in Aroroy, Masbate, July 13, 2017



Awarding of Salintubig Grants to Barangay Recipients in Cauayan, Masbate. July 14, 2017

- None of the four (4) targeted PPPs. was delivered but potential PPPs have been identified such as a possible PPP partnership with Coca Cola Foundation in Basud, Camarines Norte. As was pointed out in the Program Management Committee meeting³⁷, ProWater should have clearly defined what it meant by public-private partnerships in the context of addressing the problem of providing water systems for the target waterless municipalities. As UNDP Country Director Titon Mitra observed: "I am not sure about the PPP philosophy that will be adopted in the JP. The philosophy on the PPP has to be well articulated."³⁸The widely accepted definition of PPP is it is a "long-term contract between a private party and a government entity for providing a public asset or service in which the private party bears significant risk and management responsibility and remuneration is linked to performance."³⁹ This is not the kind of PPP applicable to the target waterless municipalities with small water systems. As noted by the National Program Manager: "What is being envisioned is a partnership between the LGU and the private sector to ensure sustainability of the water system. One model is contract management but joint program is still looking into which model to adopt for small scale water system."⁴⁰The lack of interest among big corporations is due to several restraining factors like legal and regulatory constraints, high cost of providing the service due to accessibility and safety issues and low profits due to uncertain payment culture, lack of tenure and low consumption. Other incentive mechanisms and partnership modalities must be explored such as: national-local or investor-community partnership and poblacion-periphery partnerships between large utilities and small-scale water providers. There is a Policy Brief on this topic produced by MDG 1919 which can be helpful.⁴¹
- Though on a limited scale, UNICEF's Milagros Voucher System is cited as an example of an alternative public-private partnership done through a reward system for sitios/puroks that have achieved ZOD. Managed by the LGUs, and implemented in partnership with a local hardware store in the town, qualified households are given vouchers of P2,500 each to purchase basic items they need to improve their toilet facilities such as galvanized iron sheets, nails, etc. from local hardware partners.

56. Component 3. Generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned from the implementation of safe water, sanitation and hygiene that benefit women and girls in the households, schools, health centers and public spaces.

- Only three (3) out of six (6) targeted **Regional Hubs** are able to serve as repositories, disseminators, and observatories of knowledge regarding integrated safe water, sanitation, and hygiene.
- The targeted 11 knowledge products for the iWASH Toolbox were completed. These included seven (7) training modules, three (3) guidelines on iWASH, one (1) iWASH

³⁷ Program Management Committee Meeting, August 22, 2016

³⁸ PMC Minutes, November 6, 2015

³⁹ Public-Partnerships Reference Guide, pppknowledgelab.org/guide

⁴⁰ Fe Criscilla Banluta, PMC Minutes, 6 November 2015

⁴¹ "Incentive Mechanisms and Partnership Modalities," December, 2011.

Assessment Tool. Other knowledge products were 1) Guidelines on the Formulation and review of WASH plans for provincial/municipal WASH task forces (ACF-UNICEF); 2) Child-friendly and inclusive designs of WASH facilities and 3) iWaSH Communications Plan. A working draft of the iWASH Framework, Indicators and Targets is available. While the Rhubs have a growing number of training modules and knowledge products, the extent of their dissemination and utilization need to be ascertained. Notably absent in the tool kit are: 1) stand alone, separate iWASH and Climate Change Adaptation and Disaster Risk Reduction and Management though this was included in the iWASH Assessment Tool; 2) the Gender Aspects of iWASH and 3) Guide to Public-Private Partnerships. These are three distinctive dimensions of the IWASH Framework of Pro-Water and must be part of any body of knowledge and capacity development strategy of ProWater.

- Regional hubs played a critical role in the implementation of ProWater as they were primarily responsible for building the capacity of LGUs and developing knowledge products that will guide their work. However, RHubs have different levels of managerial and technical competence that affected their delivery of outputs. This evaluation found most of them very process-oriented and activity-based but delayed in coming up with finished products like Water Sector Plans. As was mentioned earlier, as of the time this Evaluation was written, only three (3) out of the ten (10) LGU Water Sector Plans were completed. As former UNDP Country Director Maurice Dewulf noted: “The envisaged role and functions of the Rhubs—to train, to research, to advocate and to generate data—was very ambitious.”⁴²

4.4. EFFICIENCY

57. The assessment of a Program’s efficiency involves two aspects: implementing efficiency and value for money. Implementing efficiency refers to a) determining whether the Program components were appropriate to achieve the over-all outcome, and 2) whether the kind and amount of resources allocated were sufficient to support undertaking the planned activities.

58. The Pro-Water joint program aims to contribute in achieving the outcome of “*Empowered citizens and resilient communities with access to sustainable safe water and sanitation services, live healthy and productive lives through integrated water, sanitation and hygiene.*” The three components of the Program are all critical to achieving the over-all outcome of ProWater namely: improved governance on safe water, sanitation and hygiene; broadened access to safe water, sanitation, and hygiene through improved solutions; and generated knowledge to aid policy advocacy, planning, capacity building based on the experiences and lessons learned.

59. With regards to the value of money, the Evaluation looked at the funds allocated for the outputs. The expenses included contractual services of consultants, travel, supplies, venue, accommodation, equipment, vehicles and furniture and general operating and other direct costs.⁴³ This is summarized in the following table:

⁴² PMC Meeting, September 5, 2014.

⁴³ Maritess Delfin, “SDGF ProWater JP Budget and Cost,” July 26, 2017

Table 9. Budgetary Allocation Per Output (As of June 30, 2017)

Component	Amount Allocated	Delivery Rate
Component 1:		
Output 1.1: Structures and mechanisms for safe water, sanitation, and hygiene harmonized and strengthened along sector issues relating to CCA/DRR, PPP and Gender Equality and Women's Empowerment.	\$143,384.00	81%
Output 1.2: Policies, plans, programs integrating gender responsive and rights-based principles of CCA/DRR and PPP for safe water, sanitation, and hygiene are formulated	\$165,469.00	86%
Output 1.3: LGUs' AIP budgets for safe water, sanitation, and hygiene includes allocations for gender and CCA/DRR.	\$34,921	84%
Output 1.4: CSOs engage and participate in policy making, planning, budgeting and monitoring for integrated safe water sanitation and hygiene.	\$42,736	98%
Output 1.5: Women and girls organized to engage with CSOs and LGUs in policy making, planning, budgeting and monitoring for integrated safe water, sanitation and hygiene.	\$55,174	78%
Output 1.6. Social contracts for safe water, sanitation and hygiene are forged between community water users and providers.	\$32,768	78%
Total Component 1	\$474,432	84%
Component 2:		
Output 2.1: Integrated safe water, sanitation and hygiene systems demonstrated, accepted and adopted by LGUs and communities for households, health centers, schools and public spaces.	\$235,817	99%
Output 2.2. PPPs forged for the implementation of integrated safe water, sanitation and hygiene systems approach between LGUs and private partners.	\$7,955	99%
Total Component 2	\$243, 772	99%
Component 3:		
Output 3.1: Regional Hubs provides relevant capacity development interventions on integrated safe water, sanitation and hygiene that is climate change resilient and gender responsive.	\$382,801	81%
Output 3.2: Enhanced learning materials - based on the integrated safe water, sanitation and hygiene systems approach (integrating CCA/DRR, Gender, PPP)	\$67,227	0%
Output 3.3: Integrated safe water, sanitation and hygiene promoted to LGUs.	\$38,637	34%
Total Component 3	\$488,665	71%

60. While it is difficult to draw conclusions from this output to cost ratio, it can serve as a basis for reflecting where the Program allocated its limited resources over a short period of implementation to achieve the Program's objective. Overall, Pro Water's priority allocations were on laying the foundations for strong iWASH governance: its framework, structures and policies through its main implementing partner, the RHubs. The **biggest amount (\$ 488,665) went to the Regional Hubs of which the biggest bulk (\$382,801)** was to "provide relevant capacity development interventions on iWASH that is climate change resilient and gender responsive." However, a distinction must be made between the amount allocated and amount spent. Of the three components, Component 3 for RHubs which had the biggest allocation also had the lowest delivery rate (71%) compared to Component 1 (84%) and Component 2 (99%). It should also be noted that as of June 30, 2017, the end of ProWater, there was 0% delivery for "enhanced learning materials."⁴⁴

4.5. SUSTAINABILITY

61. Sustainability refers to the probability of the benefits of the intervention continuing after donor funding has been withdrawn. It includes both environmental and financial sustainability.⁴⁵ In terms of environmental sustainability, the JP ProDoc emphasizes that it "has adopted climate change principles to enhance the resiliency of the local community and the physical infrastructures from the impact of natural hazards and extreme weather events." Though ProWater had Infra Guides where CCA/DDR are required in the Feasibility Study (FS) and the Detailed Engineering Design (DED), "the actual LGU FS and DED are not with the Project Management Office"⁴⁶ and therefore difficult to ascertain whether they were in fact implemented. Neither was the use of Vulnerability Assessment Tools clearly specified in the operationalization of the Program.

62. The sustainability of the program long after donor funding has ceased will depend on: 1) the commitment and capacity of DILG as well as DOH, the national implementing partners to continue the gains of ProWater; 2) the leadership of LGUs to implement the IWASH Framework, keep the iWASH Councils and iBAWASAs running, operationalize the Water Sector Plans and authorize the release of appropriated funds in the Annual Investment Plans; 3) continued engagement of the community through Integrity Monitors and organized women's groups in enforcing Social Contracts like the LCSC and participating actively in iBAWASAs and IWASH Councils while at the same time holding government accountable in ensuring access to safe water and sanitation and hygiene facilities; 4) enhanced capacity of RHubs to support the LGUs, iWASH Councils and iBAWASAs not only on water supply, community organizing and institutional development but sanitation and hygiene as well; and 5) institutional linkage with SALINTUBIG which provides funding for hard water infrastructures particularly its successor program for 2018-2022.

⁴⁴ Tess Delfin, Financial Progress, SDGF, June 30, 2017

⁴⁵ DAC Principles for Evaluation of Development Assistance

⁴⁶ Email of Reine Borja, August 16, 2017

63. In an interview with DILG Undersecretary Austere Panadero, he disclosed that in localizing the Philippine Development Plan, DILG will: 1) incorporate iWASH in the Water Sector Plans of 361 municipalities under the P302M Assistance to Municipalities Program for 2018; 2) continue the work done in the Joint Program through DILG's Water Supply and Sanitation-Project Management office (WSS-PMO) and the Infra Team on water; 3) intensify SALINTUBIG assistance to waterless municipalities with 100 LGUs already funded in 2017 spending 30% of the budget as of June, 2017; 4) build Centers of Excellence among the Rhubs; 5) develop the capacity of 516 towns at P38,000 per town through its Capacity Development Fund.

64. The Evaluator tried to reach out to DOH to determine the extent of its participation in the Joint Program and their willingness to continue supporting the gains of ProWater. Unfortunately, neither Engineer Roland Santiago nor Engineer Sonabel Anarna of DOH replied to the written interview questions sent to them.

64. Over at the House of Representatives, the Special Committee on Sustainable Development Goals chaired by Rep. Elisa Kho conducted a hearing on House Resolution No. 933 filed by Rep. Winnie Castelo seeking to increase investments in water and sanitation to meet the targets under the SDGs. The National Economic and Development Authority (NEDA) spoke about a United Financing Framework with a definite scope and streamline process that will be established to consolidate and make available financial resources in a more efficient and optimal manner to support the WSS projects of all water service providers. Another door opens for the sustainability of ProWater through a legislative initiative.



**Meeting of the Special Committee on Sustainable Development Goals
Zulueta Hall, House of Representatives
September 27, 2017**

V. CONCLUSIONS AND LESSONS LEARNED

65. The ProWater JP established strong governance infrastructures for integrated water, sanitation and hygiene services. IWASH Councils, BAWASAs were either set up or revived; water sector plans and water safety plans were formulated with iWASH budgetary allocations; annual investment plans with iWASH budgets were drafted. Localized Customer Service Codes or social contracts were forged with the participation of civil society, women and girls. The iWASH Framework was also embraced by the LGUs for the benefits it brought to both the government and the public. This included consolidating the efforts and resources of the different municipal government Departments and teaching people the importance of handwashing and sanitation in their daily lives. The three UN agencies, UNDP, UNICEF and WHO brought to the program their respective expertise in addressing the country's health and sanitation problems, and so did the national implementing partners namely the Department of Interior and Local Government (DILG) and the Department of Health (DOH). DILG through the SALINTUBIG Program provided grant financing and through the RHubs, developed the capacity of LGUs to implement water supply projects in waterless municipalities. DOH on the other hand implemented the Zero Open Defecation Program and piloting of the Phased Approach to Total Sanitation (PHATS) in line with the Philippine Sustainable Sanitation Road Map.

66. But several implementation issues and challenges were faced by the Joint Program:

1. The short period of implementation

Though the period of program implementation was two years (2015-2016), the program activities were delayed due the time it took to process administrative and financial requirements as well as to train the Rhubs for the conduct of the iWASH Assessment using the tools developed for iWASH particularly the Integrated iWASH Household Baseline Survey Questionnaire. The training was completed only in September, 2015 and the analysis of the survey data took until about December, 2015. In effect, program activities only commenced on and about the second quarter of 2016 though the completion of the Program was extended to June, 2017. This was cited by some partner UN agencies as the reason for the delayed start-up of their respective programs hence their low disbursements. Rhub 8 also complained that it is "quite challenging if activities programmed for six (6) months will be implemented for only one (1) month and three (3) weeks and the result expected is still of the same quantity and quality." It must be noted however that some activities did go ahead in the first year as some LGUs did have WASH plans already even if they were not as comprehensive and integrated as the iWASH framework intended.

The effectiveness of the newly-established structures like the iWASH Councils and iBAWASAs, Integrity Monitors, Citizen Monitors and plans/agreements/policies like the Water Sector Plans, Social Contracts, Localized Customer Service Codes cannot be ascertained a few months after they were set up. It will take time before these structures become fully functional and for the plans/agreements to show results. A monitoring mechanism should have been part

of the JP to determine how these structures are operating and how the policies, plans and agreements are being implemented.

In hind sight, given just two years for implementation, ProWater could have focused on the following: 1) development and deepening of the iWASH Framework; 2) conduct of a thorough iWASH assessment in all 10 municipalities; 3) Performance Evaluation and Management Audit of RHUBs; and 4) monitoring of the progress in the work of selected municipalities covered by MDG-F 1919. The iWASH Framework was only completed July, 2016 or almost a year and a half into the Program and could have been widely disseminated, explained and explored in the ProWater target areas including municipalities selected from SDG-F. After all, the single biggest legacy of the Program was the Framework. The iWASH Assessment took a long time to be completed considering the time needed to train the Rhubs in collecting, collating and analyzing the information that have been gathered. A systematic evaluation of the performance and capacity of Rhubs as well as a management audit could have been done during this period prior to launching a program for their capacity development. Finally, it would have been a good idea to revisit selected municipalities covered by MDGF 1919 (2 were already included from MDG-F 1919 namely Basud and Capalonga) and find out how their respective iWASH Councils and IBAWASAs are functioning. There could have been numerous lessons learned from their experience.

2. Operational Financial Monitoring Plan and Financial Controls

Even as a financial monitoring plan was in place and a Financial Disbursement tool was developed by ProWater's Finance Officer, it was still difficult to track the "movement, availability and disbursement of UNDP-SDGF Funds to continue with PMO internal operations and PMO-led activities." It was also a challenge to monitor the funds transferred or downloaded to Rhubs and other partner regional offices.

3. Reporting on Quantitative and Qualitative Outcome Indicators

3.1. For Outcome Indicator 1, the numbers (2,978) reported for increase in participation of women and girls did not make any distinction between those who participated in capacity development training workshops and those who were actually involved in planning, decision-making, monitoring and implementation. A distinction has to be made between these two aspects of women's involvement to provide a qualitative and substantive analysis. In order to do this, there is a need to specify those who were "engaged in sectoral planning where women contributed in the actual conceptualization and generation of outputs such as changes/results to be achieved, priority targets, etc.; those who were involved in behavioral change campaigns where women barangay leaders and organized community groups were the ones who assessed the sanitation conditions of their communities, designing and building temporary toilets/makeshifts from indigenous materials, etc.⁴⁷ They should have been distinguished from the number of women who attended training seminar-workshops, meetings and other similar activities, as this is entirely different from participating in deliberation about policy decisions on integrated water, sanitation and hygiene. ProWater should have developed a better way of

⁴⁷ Email of Reine Reyes, Monitoring and Evaluation Program Officer, ProWater, July 29, 2017.

tracking women's participation as suggested in the PMC Meeting of November 6, 2015.

3.2. For Outcome Indicator No. 2, on the other hand, there was no number reported on reduction of incidence of water-borne diseases except for Mapanas, Northern Samar where the number dropped from 216 in 2015 (73 males, 143 females) to 136 in 2016 (63 males, 73 females). This was attributed to the failure of the LGUs to submit health data even when requested to do so by DILG and followed up by the Rhubs. However, DOH should have been involved in getting data as it has the Field Health Service Information System (FHSIS) that can provide information. It must be noted though that there was a "significant drop" due to : "provision of water quality testing kits in the latter part of 2015 to the First Quarter of 2016 that revealed contamination of drinking water sources in majority of the barangays; implementation of related ZOD programs in the region where community actions have been taken by the LGU in informing affected communities of the contamination and what actions can be done by the households e.g. boiling if water, distribution of aqua tabs, disinfection of water sources, among others."

4. Problems in Communication and Advocacy Strategy

Pro-Water's communication and advocacy strategy faced major problems in implementation such as: 1) inadequate budget both at the Program and LGU levels; 2) Except for Region 9, the RHub communication person was either unresponsive or on leave; 3) weak or no internet connection in project sites; and 4) lack of tools to evaluate impact. The budget allocated for communication and advocacy was \$30,000 or .008% of the total program budget of \$3.1M. Actual disbursement was only about \$20,000. This is very small compared to the activities undertaken, namely: "1) Organize dialogues on safe water, sanitation and hygiene; 2) Develop documentaries for TV/radio/social media; and 3) Conduct local knowledge exchanges (national and world water day)." Most of the LGUs did not have an iWASH communication person either nor a budget for communication and advocacy. The ProWater communication staff was a UN Volunteer who has to use her own equipment, camera and tripod to do her work.

Finally, except for counting hits of viewers of the website and other social networking sites, there was no means of ascertaining the impact of the program's communication and advocacy strategy.

5. Mainstreaming Gender

The Program Document has a strong emphasis on gender in the design and implementation of ProWater. It devoted at least four (4) pages of the ProDoc on gender mainstreaming citing the Harmonized GAD Guidelines as the gender marker and the GAD monitoring and evaluation tool, the Magna Carta of Women, the GAD budget and others to address the issues of gender equality and women's empowerment. It also specified the role of UN Women in mainstreaming gender in the planning, design and implementation of the Joint Program as well as compliance with the Magna Carta of Women and CEDAW. However, there was no systematic and substantive documentation of women's substantive participation in decision-making though it was reported that specific project activities included "conduct of GAD orientation and gender sensitivity workshops; integration of gender in the planning,

design and implementation of the iWASH Framework, LGU policies and plans as well as in community organizing and social preparation.”⁴⁸ ProWater must however be lauded for consistently collecting sex disaggregated data in all its activities. The Gender Focal Point explained that “Gender Markers were used since no guidance was available from UNDP at that time.”⁴⁹ It was also unfortunate that UN Women mandated to be the leader in promoting gender equality and the Philippine Commission on Women tasked to promote gender mainstreaming opted out of the program due to lack of resources. Funds for UN Women’s participation in ProWater could have been part of JP’s resource mobilization from bilateral donors. UN Women could have served as the “gender guardian” of the Program ensuring that the Harmonized Gender and Development Guidelines are observed throughout its implementation.

6. Use of Climate Change Adaptation and Disaster Risk Reduction Assessment Tools

Climate change adaptation and disaster risk reduction are central to the sustainability of water systems especially in the Philippines where no less than twenty (20) typhoons visit the country each year. To address CCA and DRR as a cross-cutting theme in the Joint Program, two strategic tools are supposed to be used: 1) the Vulnerability Assessment Tools developed in the the Spanish-funded MDGF 1656 on “Strengthening the Philippine Institutional Capacity to Adapt to Climate Change” which will determine risk-prone areas where water and sanitation systems are to be located and identify communities that are more susceptible to geographical and water-related disasters.; and 2) the Philippine Environment Monitor to “inform the design, implementation, monitoring and evaluation of projects, including data related to the health of the environment and water supply and quality degradation.” The Evaluator did not find evidence of the use of these strategic tools although it was claimed early on in the program that ‘Disaster Risk Reduction and Climate Change Adaptation measures would be integrated in the planning and engineering of buildings. This includes land use zones—ensuring that water facilities were not built in disaster prone areas—as well as rain harvesting systems.”⁵⁰ However, in Cauayan, Masbate it was mentioned that the Detailed Engineering Design identified climate/disaster prone areas and recommended the design for the construction of climate/disaster resilient iWASH facilities. WHO also says that it considered CCA/DRR as one of the risks that can affect water quality using the WSP template in the development of its Water Safety Plans.⁵¹

As mentioned earlier, Pro-Water developed two Infra Guides intended to mainstream CCA and DDR in feasibility studies and detailed engineering design of water supply systems. While it can be argued that these Guides can change the way things are done in the local government units and can be considered “short-term results leading to higher levels of results and a positive change in work processes,” there is no documentation of LGUs that developed its water system using these Guides.

⁴⁸ ProWater GAD Report, 2016

⁴⁹ Jaime Antonio, National Program Coordinator and Gender Focal Point, 29 September 2017

⁵⁰ Ms Fe Banluta, National Program Manager, PMC Meeting, Nov. 6, 2015

⁵¹ Engr. Bonifacio Magtibay, Oct. 1, 2017

7. Salintubig Challenge

UN partner agencies in ProWater address the “soft aspects” of iWASH such as governance, water safety and sanitation while depending on DILG’s Salintubig for the “hard component” to finance the building of water infrastructures in its target waterless municipalities in the poorest barangays with high incidence of waterborne diseases as well as public spaces such as schools and health centers without access to safe water. The availability of water is a condition sine qua non to the delivery of all the other aspects of the ProWater Program. However, there was much delay in the awarding of SALINTUBIG grants due to: 1) LGUs’ delay in complying with requirements such as passing of Sangguniang Bayan Resolution, the Memorandum of Agreement (MOA) feasibility studies and detailed engineering designs; 2) confusion in the procedure for submission of SALINTUBIG applications. LGUs usually go directly to the Rhubs instead of coursing it through the provincial LGU as required by the rules.

8. The Differential Capacity of Regional Hubs

The levels of technical assistance provided by Rhubs varied in both range and quality. The Rhubs are supposed to assist the LGUs in the preparation of SALINTUBIG documents but their ability to do so differs from region to region. RHub 9 has both the technical capacity and resources to assist Siayan and Sindangan where construction of Level 2 Water Supply Systems is on-going. RHub 8 has the knowledge but has limited hands-on and actual field experience. Most of the engineers in the Leyte Metro Water District are with the Planning and Finance Offices and the engineer representative of the Eastern Visayas University has limited experience too. Thus, only the municipality of Bobon, Northern Samar has an on-going construction of Level 2 water supply systems in poblacion barangays while in Mapanas the feasibility study and detailed engineering design have been completed and the bidding for the construction of the water supply system is supposed to happen in the end of June, 2017. In Region 5, of the six municipalities covered by ProWater, only the municipality of Capalonga in Camarines Norte has an on-going expansion to Water System Level 3. The construction of Level 2 Water Supply System (Phase 7) has still to be bidded in Basud, Camarines Norte. In Masbate on the other hand, except for the municipality of Aroroy which will soon start the bidding process for its project on provision of potable water supply, the three municipalities of Monreal, Cauayan and Milagros have yet to prepare their feasibility study and detailed engineering design. RHub 5 which is supposed to assist these municipalities does not have engineers to tap from their inactive Water District member. To fill this gap, DILG sent its own iWASH engineer consultant who: 1) assisted in the completion of the Detailed Engineering Design (DED) and Feasibility Study (FS) for Cauayan, Mapanas and Bobon; and 2) developed the Guidelines for iWASH Infra Development. Bobon; and 2) developed the Guidelines for iWASH Infra Development.

9. Financing Small Water Supply Systems

PPPs is an alternative mechanism to finance small water systems and sanitation infrastructure and services but the JP was unable to deliver on the four (4) PPPS it was committed to. One possible explanation is the inability of ProWater to define clearly what kind of PPP it was

envisioning for the LGUs.

VI. RECOMMENDATIONS

68. To address the issues and challenges in the implementation of ProWater, the following measures are recommended:

1. Model Initiatives of Community Transformation resulting from the integrated approach to water, sanitation and hygiene highlighting the participation of women in planning, budgeting, implementation and monitoring of water policy decisions, the reduction of water-borne diseases, the increase in the number of ZOD barangays and the installation of climate-resilient water facilities. This involves both process documentation and case studies and may feature one community in each of the 10 municipalities. The documentation will walk the reader through the entire process starting from needs assessment to partnership with LGUs on preparing Water Sector Plans with budgets, building structures like the iWASH Councils, iBAWASAs, community organizing, forging social contracts like the Localized Customer Service Code, accessing Salintubig grants, building sanitation facilities and triggering behavior change. Best practices and lessons learned will constitute a body of knowledge that will guide future iWASH projects and LGU interventions. They will be published, disseminated and stored in the RHUBs for their use in building the capacity of LGUs in future iWASH projects and programs.

2. Monitor Operationalization of iWASH Structures, Implementation of the iWASH Framework and Require Completion of Water Sector Plans

A strategy to monitor the work of the iWash Councils and iBAWASAs as well as the implementation of the iWASH framework must be developed. It should have well-defined objectives, time frame and resources and a monitoring mechanism with dedicated staff and clear tasks. Seven more water sector plans with their respective budgets need to be written up and submitted. The consolidation of information and analysis of inputs gathered from the various consultations into a coherent, actionable Water Sector Plan is crucial for the attainment of ProWater's outcomes and results. DILG which is institutionally linked with the RHUBs must require them to submit the Water Sector Plans at the soonest possible time since ProWater has officially ended on June 30, 2017.

3. Strengthen the Sanitation and Hygiene Component of iWASH

Based on the learning exchange between and among the different LGUs, it seems that more knowledge and training on sanitation and hygiene is needed. UNICEF through its implementing partner in Region 5, the Action Against Hunger has been actively engaged in raising awareness and building the capacity of several barangays in all four target LGUs in Masbate. AAH/UNICEF/DOH also supported training on CLTS/PhATS in two (2) LGUs in Camarines Norte. In Region 8, the two LGUs (Northern Samar) were given training on CLTS.PhATS and on low-cost sanitation options supported by UNICEF, DOH and NGO partners (RI and SP). In Region 9, DOH had previously conducted CLTS training. CHSI also provided

capacity-building on GDHH C4D campaign in Regions 5 and 8. In spite of all these efforts, there is still a strong need to achieve Zero Open Defecation, build sanitary facilities and instill the practice of hand washing not only in the household but in other public spaces as well. There is also a need for a clearer definition/common agreement and commitment on the role of DOH at the national, regional and LGU levels in coordinating and providing technical guidance in developing and implementing iWASH plans.

4. Localize the Communication and Advocacy Strategy

As suggested in PMC meetings, a localized communication and advocacy strategy led by LGUs need to be developed. This will require LGUs to invest resources and designate communication officers focused on propagating the importance of iWASH. Advocacy materials in the native dialects of each of the ten (10) municipalities will also be crucial in sustaining community interest and support for iWASH. UNICEF which has its own local communication strategy for sanitation and hygiene can take the lead

5. Conduct Strategic Planning for RHubs

As the principal implementing partner of ProWater and other DILG water and sanitation projects, it is crucial to define what the strategic vision is for the RHubs. If the Rhubs are envisioned to be the "Centers of Excellence for Water and Sanitation," then the structure, staffing, resource mobilization and location of RHubs will follow the strategy. So will the capacity development of RHubs which should be based however not only on strategy but on a comprehensive needs assessment and an analysis of the political, socio-cultural and economic conditions of the place where the Rhubs operate. As USEC Panadero stressed: "We should be more deliberate in the evolution and metamorphosis of the RHubs. How can the Program help them in moving to the next stage?"⁵²

Another area to consider in the strategic planning is forging strategic partnerships between DILG and other agencies at the local level like DOH and DEPED to strengthen the sanitation and hygiene component of RHub. As Louise Maule of UNICEF said: "If we are serious about integrated sanitation and hygiene, we should engage Regional Health Offices and DOH. DOH can help develop those capacities—potentially identifying other partners that have capacities on sanitation and hygiene. Hubs are lodged under DILG but we should find a way to involve DOH."⁵³

To sustain the RHubs, a resource mobilization plan is necessary to identify possible sources of income for their operations. One option is "pay for service", i.e. using their own budgets, LGUS can contract the RHubs to prepare their Water Sector Plan, Water Safety Plan, detailed engineering designs, feasibility studies for their SALINTUBIG project proposals, etc.. This will motivate the LGUS to find value for their money and exert effort to ensure the implementation of these plans. As pointed out by UNICEF⁵⁴, for 4th to 6th class municipalities that are resource-constrained but in most need of technical assistance, subsidizing the service

⁵² PMC Minutes, Nov. 6, 2015

⁵³ PMC Minutes, August 22, 2016

⁵⁴ Louse Maule, Comments on the Evaluation

may be necessary. Another possibility is to require the universities where the Centers of Excellence will be housed to provide counterpart funds in kind such as free office space, computer equipment, internet access, faculty deloading, etc.

To ensure prompt and efficient service, satellite RHubs can be set up to act as “first responders” especially if the main RHub is far from the LGUS that need assistance. This option however must be well thought of as it will require resources and local expertise.

6. Undertake Immediate Results-Based Evaluation of RHubs

In the meantime that the Strategic Planning for the RHubs is still in the backburner, a results-based evaluation of how the RHubs delivered for Pro-Water should be conducted. Based on the activities and outputs to be delivered towards the attainment of outcomes, a performance and management evaluation can cover: 1) technical expertise; 2) efficient and effective delivery (quantitative and qualitative) based on Annual Work Plan 3) timely submission of financial and other reports; 4) cooperation/collaboration between and among partner institutions/organizations; and 5) relationship with LGUs and provincial DILG. It can also look into how the composition of the RHubs can go beyond the academe, civil society organizations and the water district to include international NGOs like Action Against Hunger which did an excellent job in Masbate on water, sanitation and hygiene but was not part of Region 5’s RHub.

In the long-term, a results-based monitoring and evaluation strategy has to be developed with well-defined objectives and concrete, specific indicators, both quantitative and qualitative. This has to be based on the strategic vision and goals of the RHubs.

7. Conduct Stand Alone, Separate Gender Evaluation

ProWater’s strong emphasis on gender equality and women’s empowerment is often cited as one of its distinguishing features. In order for its experience to be scaled up and replicated, a separate gender evaluation is recommended particularly related to **Outcome Indicator 1: Increase in participation of women and girls, in planning, decision-making, monitoring and implementation of safe water, sanitation and hygiene projects and programs.**

The evaluation can use the participation framework that distinguishes different levels of engagement or participation of women in policy-making whether this is at the barangays or municipalities: 1) presence; 2) taking part in discussions; 3) making decisions; and 4) implementation and establishing accountability from duty-bearers. Presence is evidenced in numbers of women who were in trainings, meetings, general assemblies, etc. While presence is important, it is just the first level of participation. The next level is the articulation of their issues, needs and demands. They might be present but if for one reason or another, they were silent, did not engage with other stakeholders, then their participation remained at the first level. The next higher level is involvement in the implementation of decisions adopted such as in the operation or management of the water facility. Lastly is to demand accountability from elected officials to respond to their constituents’ needs. In other words, quantitative reporting of results must be matched by documentation of qualitative indicators.

The gender evaluation should also include checking whether the Water Sector Plans meet the criteria of gender attribution programs since they are cited as meeting the 5% GAD

budget allocation as an output of ProWater. The Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation can be used for this purpose as mentioned earlier in this Report. It should also look into whether the CSO partners indeed have Gender Equality and Women's Empowerment Programs as provided in the ProWater ProDoc.

8. Review the nature, scope and objectives of a Joint Program

Is the Joint Program a mechanism for linking previously existing, standalone programs of UN agencies and apply for parallel funding? Or is it a mechanism for designing a holistic, integrated program where the UN agencies formulate a program framework with various components from which the UN agencies, based on their comparative advantage will identify what to work on and seek pooled funding? MDGF 1919 on "Enhancing Access to and Provision of Water Service with the Active Participation of the Poor" was more the latter while ProWater was more of the former. Or based on the agencies' experience, is it more productive to pursue the single, stand-alone programming modality? These are questions that can be resolved through a substantive scrutiny of the pluses and minuses of joint programming using the results-based approach.

ANNEX A

List of Documents Reviewed

Joint Program Documents, Reports, Meetings

Joint Program Document, Pro-WATER, October 2, 2014
Joint Program Results Framework
JP Annual Progress Reports, 2015 and 2016
Joint Program Revised Work Plan
Joint Program TWG Minutes: August 10, 2016, September 6, 2016, November 21, 2017; January 27, 2017 and June 30, 2017
Joint Program PMC Minutes; Sept. 5, 2014, Nov. 6, 2015, Aug. 22, 2016
Joint Program Communications Plan
Performance Monitoring Framework
iWASH Operational Framework, Theory of Change, Targets and Indicators
IDS Inception and Final Reports

Progress Reports

Joint Program GAD Report, 2016
Financial Report SDGF ProWater JP Budget and Cost, July 26, 2017
Financial Progress, SDGF as of June 30, 2017 -July 20, 2017
UNICEF Pro-Water Progress Report, 2015
WHO-DOH Complete Update, June 30, 2017
Status of Program Implementation, First Quarter, 2017
Over-all Status Report of JP Implementation, June 30, 2017
Mission Reports of Monitoring and Evaluation Specialist
SDGF Bi-Annual Online Reports
UNICEF SDGF ProWater Updates, Jan-June, 2017

Regional Hubs

iWASH Knowledge Exchange
iWASH Sector Plans and Opportunities for PPP
Rhub Reports: Rhubs 5, 8 and .9
Assessment Results: Regions 5, 8 and 9

References

Philippine Sanitation Road Map
ADB Philippine Water Supply Sector Roadmap

ANNEX B

Discussion Groups in Five Municipalities

Municipality	Number of Participants
Bobon, Northern Samar (July 3, 2017)	35
Basud, Camarines Norte (July 6, 2017)	24
Siayan, Zamboanga del Norte (July 10, 2017)	40
Aroroy, Masbate (July 13, 2017)	19
Cauayan, Masbate (July 14, 2017)	24

ANNEX C

LIST OF INTERVIEWEES, LOCAL GOVERNMENT UNITS

Bobon, Northern Samar (July 3, 2017)

Municipal Health Officer
Municipal Planning and Development Officer
Municipal Nutrition Officer
Municipal Agricultural Officer
Municipal Engineering Officer
Barangay Captains from Barangay Sta. Clara, San Juan, General Lucban, Salvacion
Civil Society Organizations: Youth Sector, Senior Citizens, Farmers

Basud, Camarines Norte (July 6, 2017)

Mayor Adrian S. Davoco
iWASH Council
Barangay Captains
iBAWASA Members

Siayan, Zamboanga del Norte (July 10, 2017)

Mayor Flora L. Villarosa
iWASH Council Members
DILG Provincial and Municipal Officials
Barangay Captains of Diongan, Munoz, Datagan and Seriac

Aroroy, Masbate (July 13, 2017)

Mayor Arturo B. Virtucio
Municipal Health Officer
Municipal Nutrition Officer
Municipal Engineer
Municipal Planning and Development Officer
Municipal Social Development Officer
Other iWASH Council Members

Cauayan, Masbate (July 14, 2017)

Mayor Ramon B. Abinuman
Barangay Captains of Calumpang, Guiom, Cabayugan
Rural Health Unit Officers

Rhubs

Rhub 5:
Arvin Malonzo, RHUB Coordinator, Bicol University
Dr. Richard Bartolata, Bicol University
Rhub 9: Dr. Evelyn Campesino, Cherry Mae Oga

ANNEX D

LIST OF INTERVIEWEES, UN AGENCIES, DONOR AND GOVERNMENT PARTNERS

UNDP

Titon Mitra, Country Director
Dr. Emmanuel Buendia, Team Leader, Democratic Governance Unit
Fe Cabral, Program Associate, Democratic Governance Unit

UNICEF

Louise Maule, Chief, Water, Sanitation and Hygiene Unit
Paul del Rosario, WASH Program Coordinator

WHO

Engineer Bonifacio Magtibay, Technical Officer, Environmental Health

AECID

Carlos Gallego, Senior Program Manager

DILG Program Management Office (SDGF Pro-Water)

Undersecretary Austere Panadero
Fe Crisilla M. Banluta, National Program Manager
Jaime Antonio, National Program Coordinator
Maritess O. Delfin, Finance Officer
Reine Borja-Reyes, Monitoring and Evaluation Officer
Ken Aliliran, UNV Communication Associate
Engineer Andy de Ocampo