

EVALUATION OF UNICEF PHILIPPINES WASH PROGRAMME



FINAL EVALUATION REPORT

Evaluation Timeframe:
2012-2020

Submitted to:
UNICEF Philippines Country Office

Submitted by:
AAN Associates, Pakistan

Draft Evaluation Report:
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**UNICEF Philippines
WASH Programme (2012 to 2020)**

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WASH remains crucial for enabling communities, especially women and children, to realize their full potential. We wish the Government of Philippines and UNICEF Philippines well for their future work and continued partnership for the improved WASH services for the people of Philippines.

On behalf of the Evaluation Team

Nadeem Haider
Managing Director
AAN Associates

ACRONYMS

Term	Full Form
ADB	Asian Development Bank
AIP	Annual Investment Plan
APIS	Annual Poverty Indicators Survey
ARMM	Autonomous Region in Muslim Mindanao
ASDSW	A Single Drop for Safe Water
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
C4D	Communication for Development
CAPS	Centre for Advanced Philippines Studies
CCC	Core Commitments for Children
CO	Country Office
COVID-19	Coronavirus Disease 2019
CP	Country Programme
CPC	Country Programme for Children
CR	Comfort Room
CSO	Civil Society Organizations
CSWDO	City Social Welfare and Development Office
DAC	Development Assistance Committee
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DILG	Department of Interior and Local Government
DOH	Department of Health
DPWH	Department of Public Works and Highways
DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction Management
DSWD	Department of Social Welfare and Development
DTP	Devolution Transition Plan
ECCD	Early Childhood Care and Development
EHCP	Essential Health Care Programme
EMM	Early Moments Matter
ENNS	Expanded National Nutrition Survey
EO	Executive Order
EOH	Environmental and Occupational Health
ERG	Evaluation Reference Group
E-SIP	Enhanced-School Improvement Planning
F1KD	First 1000 Days
FGD	Focus Group Discussions
GDA	Gender Development Awareness
GIDA	Geographically Isolated and Disadvantaged Areas
GEEW	Gender Equality and the Empowerment of Women
GEROS	Global Evaluation Reports Oversight System
GoPH	Government of the Philippines
H&N	Health and Nutrition
HRBA	Human Rights-Based Approach
IEC	Information, Education and Communication
IP	Implementing Partner
IRA	Internal Revenue Allotment
iWASH	Integrated WASH
IYCF	Infant and Young Child Feeding
JMP	Joint Monitoring Programme
KII	Key Informant Interview
KKI	Katilingban Sa Kalambuan Org., Inc.
LCE	Local Chief Executive
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Questioning
LGU	Local Government Unit
LMP	League of Municipalities of the Philippines
LWUA	Local Water Utilities Administration
M&E	Monitoring and Evaluation
MIS	Management Information System
MDG	Millennium Development Goals
MOSEP	Mindanao Organization for Social and Economic Progress

Term	Full Form
NDHS	National Demographic and Health Survey
NEDA	National Economic and Development Authority
NGO	Non-governmental Organization
NHIP	National Health Insurance Program
NOH	National Objectives for Health
NSSMP	Septage Management Programme
NWRB	National Water Resources Board
OECD	Organization for Economic Co-operation and Development
OVI	Objectively Verifiable Indicators
PANEL	Participation, Accountability, Non-Discrimination and Equality, Empowerment and Legality
PCO	Philippines Country Office
PCA	Programme Cooperation Agreement
PCO	Philippines Country Office
PCR	Programme Component Result
PDP	Philippines Development Plan
PESTLE	Political, Economic, Social, Technological, Environmental and Legal
PhATSS	Philippine Approach to Sustainable Sanitation
PLW	Pregnant and Lactating Women
PME	Planning, Monitoring and Evaluation
PSC	Provincial Steering Committee
PSN	Programme Strategy Notes
PPAN	Philippine Plan of Action for Nutrition
PRO-WATER	Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency
PWD	People with Disabilities
PWSSMP	Philippine Water Supply and Sanitation Master Plan
RAM	Results Assessment Module
SBCC	Social Behavior Change Communication
SDGs	Sustainable Development Goals
SMQ	Specific Monitoring Questions
SOP	Standard Operating Procedures
STH	Soil-transmitted Helminthiasis
SWOT	Strength, Weakness, Opportunity, and Threat
SY	School Year
ToC	Theory of Change
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
URAF	Unified Resource Allocation Framework
UN-SWAP	United Nations System-wide Action Plan
U5	Under Five Years
VfM	Value for Money
WASH	Water, Sanitation and Hygiene
WASH-EE	Water, Sanitation and Hygiene Enabling Environment
WASH-Edu	Water, Sanitation and Hygiene Education
WASH-Fin	Water, Sanitation and Hygiene Finance
WB	World Bank
WHO	World Health Organization
WFP	World Food Programme
WinS	WASH in Schools
WSS	Water Supply and Sanitation
ZOD	Zero Open Defecation

GLOSSARY OF KEY OPERATIONAL TERMS

TERMS	DEFINITION
Access to drinking water	Access means that at least 40 – 80 liters per capita per day of drinking water is available for households in urban and rural areas. ¹
Basic Sanitation Service	This is defined as the use of improved sanitation facilities that are not shared with other households. ²
Communication for Development (C4D)	An evidence-based process that utilizes a mix of communication tools, channels and approaches to facilitate participation and engagement with children, families, communities, networks for positive social and behaviour change in both development and humanitarian contexts. It draws on learnings and concepts from the social, behavioural and communication sciences.
Drinking water	Water intended for direct human consumption or for use in food preparation and related processes. ³
Improved Sanitation Facilities	Improved sanitation facilities are those that ensure hygienic separation of human excreta from human contact. ⁴
Early Learning Centres	A specialized centre for children ages 3-4, instituted by the government or private institutions, that provides care and early learning, usually in a cohort framework, and utilizing early childcare and development principles for rearing and teaching early life skills. Early learning centres are meant to prepare children ages three to four for kindergarten.
Philippines Approach to Total Sustainable Sanitation (PhATSS)	Philippine Approach to Sustainable Sanitation (PhATSS) refers to a sanitation programme strategy and monitoring framework that local governments use to move communities from open defecation status to sustainable sanitation status. Achieving sustainable sanitation status means that households, private establishments and public institutional facilities have access to safely managed sanitation services; water service providers pro-actively ensure the safety of drinking water; and, that the community maintains the norm that open defecation is unacceptable.
Safe Water	Water used for drinking, cooking and household purposes without any risk to people’s health. The term “safe water” refers to the water complying with PNSDW 1993. Since then, an update is not published or readily available. Thus, the only reasonable way forward is to use the World Health Organization (WHO) standard for safe water.
Safely Managed Drinking Water	Drinking water from an improved water source that is accessible on premises, available when needed and free from faecal and priority chemical contamination. ⁵
Safely Managed Sanitation	Use of improved facilities that are not shared with other households and where excreta are safely disposed of in situ or removed and treated offsite. ⁶
Source of Water	Raw water upon which a public water supply-system depends and refers to both groundwater and surface water.
Water, Sanitation and Hygiene (WASH)	WASH (or Watsan, WaSH) is an acronym that stands for “water, sanitation and hygiene”. Universal, affordable and sustainable access to WASH is a key public health issue within international development and is the focus of the first two targets of Sustainable Development Goal 6 (SDG 6) - “ <i>Safe water, toilets and good hygiene keep children alive and healthy</i> ” (UNICEF). Due to their interdependent nature, these three core issues are grouped together to represent a growing sector. While each a separate field of work, each is dependent on the presence of the other. For example, without toilets, water sources become contaminated; without clean water, basic hygiene practices are not possible. ⁷ All three areas in WASH support and strengthen one another. If one is missing, the others cannot progress.
Water-based diseases	Diseases that are generally caused by parasites found in intermediate organisms living in contaminated water.
Water demand	The measure of the total amount of water used by the customers within the water system.
Waterborne diseases	Waterborne diseases are conditions caused by pathogenic microorganisms that are transmitted in water.
Zero Open Defecation (ZOD)	Zero Open Defecation (ZOD) Status is the status of the community wherein households have stopped practicing open defecation and are using sanitary toilet facilities, and no human faeces are openly visible or exposed to the environment. ⁸

¹ file:///D:/Downloads/pdfcoffee.com_the-fnhsis-mop-ver-2018-pdf-free.pdf, page 323.

² JMP. 2017.

³ Philippine National Standards for Drinking Water. 2017.

⁴ WHO and JMP.

⁵ <https://washdata.org/monitoring/drinking-water>.

⁶ <https://washdata.org/monitoring/sanitation>.

⁷ Water, Sanitation and Hygiene; https://www.unicef.org/wash/3942_3952.html.

⁸ DOH AO 2019-0054.

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EXECUTIVE SUMMARY

This report presents the findings, lessons learned and recommendations of the evaluation of the **United Nations Children’s Fund (UNICEF) Water, Sanitation and Hygiene (WASH) Programme**, commissioned by the Philippines Country Office (PCO). The evaluation covers all activities of the UNICEF WASH Programme (portfolio of projects and programmes) under the entire **Country Programme for Children (CPC)-7 from 2012 to 2018** and the first two years of the ongoing **CPC-8 from 2019 to 2020**. AAN Associates (a Pakistan-based research and evaluation consulting firm), implemented the evaluation between September 2021 and May 2022. The evaluation was planned and implemented as per the evaluation Terms of Reference (ToR) (refer to Appendix 1 for the ToR) and the report is structured into five chapters with a series of appendices. Find below the **evaluation objectives** as outlined in the ToR:

- Assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of the WASH Programme component of the Government of the Philippines (GoPH)-UNICEF 7th (2012-2018) and 8th (2019-2023) Country Programmes (CP).
- Assess the effectiveness and efficiency of the WASH Programme with the move to an ‘integrated’ cross-sector programming approach as part of the 8th CP (years 1-2, 2019 and 2020).
- Identify lessons learned and recommendations to improve UNICEF WASH interventions in the following CP and approaches to better influence government policies, strategies and funding priorities.

The evaluation scope covers all the WASH-specific and WASH-integrated programme interventions implemented with the relevant departments of the GoPH and non-government partners at the national, regional, provincial, municipal/city and barangay (village) levels. The scope includes undertaking the evaluation using the standard Organisation for Economic Co-operation and Development Assistance Committee (OECD-DAC)⁹ criteria comprising relevance, coherence, effectiveness, efficiency, impact and sustainability. There is also considered focus on UNICEF’s cross-cutting programming priorities including gender equality, equity and human rights-based programming (particularly concerning child rights) which have been treated as non-DAC criteria. Considering the evaluation expectations and objectives, the evaluation employed a mixed-methodology comprising a **theory-based and process-based approach**. The evaluation methodology included review of secondary data including relevant national plans, policies and reviews. A total of **285**¹⁰ (182 female and 103 male) individuals provided primary data inputs to the evaluation including **117** participants through 98 key informant interviews (KIIs) and **168** participants through 15 focus group discussions (FGDs). The evaluation team relied on different analytical frameworks to assess findings including: the Political, Economic, Social, Technological, Environmental and Legal (PESTLE)¹¹ framework used to understand relevance and coherence; the Strength, Weakness, Opportunity, and Threat (SWOT)¹² approach used to gauge the effectiveness and sustainability of outcomes; the WASH-Alliance framework used for sustainability analysis including review of financial, institutional, environmental, technical and social factors; and Participation, Accountability, Non-Discrimination and Equality, Empowerment and Legality (PANEL)¹³ principles used to assess rights-based approaches.

Key Findings

Relevance: The desk review establishes a clear need for WASH services in the Philippines—in both communities and institutions. The CPC-7 and CPC-8 designs in terms of objectives, strategies and interventions align with the GoPH plans and approaches including national and international commitments. This achievement is evident from the interviews with key stakeholders that confirm that UNICEF-enabled GoPH counterparts shaped national priorities in the WASH sector and formulated relevant policies, legislation and plans. Notable in the UNICEF CPC-8 WASH objectives and strategies are strong alignment with the Philippines Development Plan (PDP) 2017-2022 and GoPH’s AmBisyon Natin 2040, as well as the health-related plans and policies. The priorities set out in CPC-8 highlight the programme’s continued relevance as there are currently **seven million people** still defecating in the

⁹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

¹⁰ The evaluation team interacted with 168 people in 15 FGDs, across seven regions with teenage parents (adolescents), caregivers, teachers, parents, community representatives and Sanitary Inspectors, including UNICEF staff. Another 117 people were met through 98 KIIs and FGDs conducted with representatives of UNICEF, GoPH, donors and other development actors, LGUs and implementing partners (IPs).

¹¹ PESTLE analysis (formerly known as PEST analysis) is a framework or tool used to analyse and monitor the macro level environmental factors that may have a profound impact on an organization’s performance. It is often used in collaboration with other analytical tools such as the SWOT analysis to give a clear understanding of a situation and related internal and external factors.

¹² SWOT analysis is a framework used to evaluate an organization’s competitive position and to develop strategic planning. It assesses internal and external factors, as well as current and future potential.

¹³ The PANEL principles are one way of breaking down what a human rights-based approach means in practice.

open or using unimproved toilets,¹⁴ a fact that warrants continual behaviour change communication. Furthermore, institutions such as healthcare facilities, schools and others lack access to WASH services, which are covered under the WASH portfolio for both CPC-7 and CPC-8.

Coherence: UNICEF WASH Programme objectives both derive from and influence various national plans and policies. Notably, with its Philippine Water Supply and Sanitation Master Plan (PWSSMP), the National Economic and Development Authority (NEDA) has become an oversight body to ensure priorities and projects are aligned and that there is no duplication of efforts. UNICEF and relevant public agencies including Department of Health (DOH), Department of Education (DepEd), Department of Social Welfare and Development (DSWD), Department of Interior and Local Government (DILG) and others, have seen evolution of internal collaborative mechanisms of UNICEF and GoPH, to help achieve internal coherence. Internally, coherence has been assessed as weak within UNICEF and in the relevant GoPH departments, resulting from limited guidance around integrated design and processes. One reason for this weakness is that DOH's structure limits inter-sectoral collaboration, impacting UNICEF's ability to work collaboratively. Although there is ample understanding within the DOH around the nexus of different sectors, such as WASH-nutrition and WASH-health, the joint collaborative mechanisms are limited. Room for further strengthening of coherence is evident in sub-departments within the DOH that limit their activities to specific mandates. External coherence is evident where UNICEF WASH Programme interventions are found to be aligned with global commitments including Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs). UNICEF PCO actively participates in national inter-sectoral coordination. The most successful cases include WASH clusters for emergency planning, the Technical Working Group for WASH in Schools (WinS), and the overarching PWSSMP by NEDA. These forums enabled achieving sector-wide coordination.

Effectiveness: Despite contextual challenges, WASH interventions remained relatively effective (to a varying degree across the WASH portfolio) in achievement of desired outcomes and creating an enabling environment. The major success has been in terms of advocating and creating public sector buy-in for integrated WASH services. UNICEF-driven policy triggering interventions are highly successful. GoPH respondents testified to UNICEF's effective pursuit in revising policies and laws and creating new legal frameworks. Furthermore, each significant aspect of WASH including Zero Open Defecation (ZOD) is covered under relevant national policy and programmes. By and large, KII and FGD respondents stated that WASH in communities is a positive initiative with encouraging results. Technical support including financial assistance from UNICEF is appreciated by most stakeholders consulted during the evaluation. UNICEF-led training and capacity development are highly rated by all beneficiaries interviewed during the FGDs, as is the implementation support. Service delivery is also exemplary, which most respondents voiced in the evaluation process. Unfortunately, structured and documented feedback on quality is lacking. Only verbal feedback and some meeting minutes testify to the high quality of capacity enhancements. There are also training evaluations done by implementing partners, but documentation has not been shared in the narrative reports submitted to UNICEF, and data is not available in the results matrix of the programme document. Furthermore, speaking on CPC-8 outcomes, outputs and WASH-specific indicators, outcomes 1 and 2 are likely to be achieved. The lack of disaggregated data on current achievements disables any commentary on the degree of achievement. Progress against Output 1.4 is visible in the policy and legal enabling environment. Capacity enhancements can be improved through further strengthening of skills and tools at the municipal and LGU levels. On the other hand, achievement on monitoring is weak. With respect to ZOD, the UNICEF Country Office Annual Report claims 95 per cent ZOD achievement in 2020. With respect to ZOD, the Country Office Annual Report claims 95 per cent ZOD achievement in 2020. In 2020, budget for sanitation was met but intended technical inputs and modality was revised. Moreover, two provinces (ZDN, NS) had WASH Council, whereas one province (NS) had an annual WASH workplan in 2020.

According to the latest DepED WinS Three Star¹⁵ Monitoring Report for school Year (SY)2017-2018 to 2019-2020, despite the fact that the Philippines has very high WinS standards, more than a quarter (26.5 per cent) of the participating schools have reached a star level in SY 2019-2020 by complying with all the five crucial indicators. Of those schools that have met these crucial indicators, 5 per cent

¹⁴ Joint press release.19 November 2021. 'Five-fold increase in municipal targets needed to end open defecation by 2025'. <https://www.unicef.org/philippines/press-releases/five-fold-increase-municipal-targets-needed-end-open-defecation-2025#:~:text=As%20of%202020%2C%20around%207,found%20higher%20in%20urban%20areas>

¹⁵ For details: <https://wins.deped.gov.ph/wp-content/uploads/2019/11/Session-09.4--Three-Star-Approach--Philippines.pdf>; <https://wins.deped.gov.ph/wp-content/uploads/2019/11/TSA-Presentation-slides-V4.pdf> and <https://wins.deped.gov.ph/wp-content/uploads/2020/12/TSA-WinS-Monitoring-Booklet-Web-2020-11-27.pdf>

reached a one-star level while 19.1 per cent achieved the two-star level. Interestingly, the percentage of schools that met all national WinS standards (i.e., schools with three-star level) rose from a negligible proportion of 0.1 per cent in SY 2017-2018 to 1.1 per cent in SY 2018-2019 and 2.4 per cent in 2019-2020). Thus the improvements have not been as fast as intended. WASH in ECCD is rated as impactful based on the inclusion in the ECCD curriculum and training of caregivers. Design-wise the Theory of Change (ToC) for both CPC-7 and CPC-8 does not comply with existing UNICEF/OECD guidelines and is silent on linked objectively verifiable indicators (OVIs) for outcomes. WASH is not visible at the outcome level, and the integration reflection is incomplete. Consequently, the existing results framework is ineffective and difficult to track. There is a substantial development-humanitarian nexus in the UNICEF Philippines WASH section. Although emergency responses are integrated at only two stages in the ToC, there is a need to strengthen this link so that normal development programming remains mostly on track despite frequent natural disasters. These aspects of emergency response warrant a more emphatic structuring in the ToC, which is especially significant when one considers WASH funding where the regular WASH development budget was only 13 per cent compared to the emergency budget of 87 per cent of the total funding over 2012-2020.

Efficiency: Regular development work under CPC-7 and CPC-8 faced delays due needed humanitarian response. Typhoon Haiyan (also known as Yolanda) in 2013 and later COVID-19 in 2020 affected implementation. CPC-7 and CPC-8 followed UNICEF universal programming guidelines to plan for 3-5 years. The scale of response to Typhoon Haiyan provided added financial flexibility, which in turn enabled relatively better delivery compared to CPC-8. An accurate assessment of the levels of efficiency with regards to the timing of inputs, processes and budget utilisation is not possible due to limited usable data. The expenditure data from the VISION System¹⁶ was used to extract and check spending on standalone and integrated WASH-specific activities. Absence of intervention-specific baseline data and a missing beneficiary datasets disabled undertaking Value for Money (VfM) assessment. Results Assessment Module (RAM) reports, produced on an annual basis only contain aggregated data. The RAM e-Tools such as the Results Dashboard and RAM Tabular¹⁷ tools are designed to track service delivery. Discussions with stakeholders indicate that relevant staff did not use these tools effectively to track events and changes in implementation as they happened. The availability of skilled human resources within the municipalities and the LGUs is a persisting challenge. Partnership agreements with the GoPH departments and other implementing partners include monitoring, reporting and ethical requirements; however, these were partially followed by the partners. It is pertinent to note that the template for humanitarian programme documents is focused only on the results matrix. An expanded articulation of the programme approach is omitted in order to allow for rapid review and approval to immediately meet emergency needs. The WASH section received significant funds for emergency response, which enabled delivery of regular development plan/interventions, including PhATSS. The unsystematic integration of WASH into Nutrition through the F1KD initiative negatively affected WASH service efficiency and thus WASH-specific results.

Impact: Except for Output 1.4 there are no WASH-specific outcomes or intermediate results in the ToC against which the evaluation team can give conclusive commentary on impact that the WASH portfolio contributed to. Neither the CPC-7 business case note, nor the CPC-8 ToC implied impacts provide clear articulation of WASH impacts. The evaluation team recognizes that while the outcomes are high-level results statements, there are WASH specific indicators that contribute to the outcome. However, these contributing factors are not reported as such. Impact analysis requires detailed data and UNICEF's efforts thus far have not been able to regularise access to such data. UNICEF's main focus has been on strengthening advocacy strategy, which has been quite delayed with the pandemic and other emergencies. Therefore, the evaluation team used the legislative and thematic framework to assess impact. An increasing trend toward WASH-relevant policy formulation and the passage of a number of national policies, laws and action plans is seen in the Philippines. UNICEF advocated allocating adequate resources for the GoPH's WASH interventions through the WASH Programme. Moreover, UNICEF supported the GoPH's initiative to develop a WASH national road map/master plan by providing technical and resource support and is now one of the programme implementers. Based on FGD responses, UNICEF WASH Programme is helping achieve the desired impact of changing defecation behaviours, using toilets and practicing safe hygiene, albeit at a slower rate than expected. Undoubtedly, UNICEF WASH-related activities contributed to behaviour change in programme communities, schools and with associated beneficiaries. Notable achievements include a cleaner environment due to ZOD status and proper waste disposal by LGUs in the majority of the municipalities.

¹⁶ Activity-level expenditure data shared by UNICEF PCO.

¹⁷ Please refer to the "Headquarters Divisional Annual Report 2020 Division of Data, Analytics, Planning and Monitoring" document available at <https://www.unicef.org/media/103361/file/Division-of-Data-Analytics-Planning-and-Monitoring-2020-HQAR.pdf>.

CPC-8 has also impacted general health and there are decreased reported cases of diarrhoea and other water-borne diseases in children, and reduced malnutrition. The evaluation team was not able to do an impact-based cost-benefit analysis owing to the absence of requisite data. Lack of a structured baseline with control groups constrains CPC-8 endline assessment, and further represents a missed opportunity for using data to inform future (CPC-9) programming.

Sustainability: The CPC-7 and CPC-8 interventions that enabled policy formulation, guideline development, and helped create supportive budget lines within plans are more likely to be sustainable. Similarly, behaviour change interventions are more likely to be maintained where benefits are thoroughly understood and realised, e.g., behaviour change amongst school-going children in at least two provinces and three municipalities. Economically and technically viable solutions and support for systematic and mainstreamed interventions into host systems are expected to continue even beyond UNICEF support. UNICEF has chiefly focused on piloting and testing various models¹⁸ for WASH. However, the learning from these pilot programmes has scaled up vertically without benefiting other cross-cutting sectors within GoPH and UNICEF. WASH-supportive advocacy to nurture political will within partner GoPH Departments and within UNICEF Philippines sustained CPC-7 efforts into CPC-8. However, many lagging municipalities and LGUs need continuous advocacy and capacity development. A Communication for Development (C4D) strategy focused on WASH, particularly ZOD. This type of creative, multi-platform and digital dissemination strategy may guarantee long-term sustainability.

Non-DAC Criteria:

Gender Equality: The majority of respondents agreed that gender was considered in the design and at all levels of programming. Document review indicates that there were gender disaggregated indicators at output and outcome levels, suggesting that there was a gender lens. Positive findings around gender integration at different levels of the Programme are a testimony to gender-sensitive WASH delivery. Menstrual hygiene was a focus of programming, particularly targeted to adolescent girls. Furthermore, in the case of WinS, gender was considered while designing toilets and other facilities for boys and girls. However, some respondents highlighted that WASH programming did not take a considered approach to the needs of Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) beneficiaries.

Equity: All evidence indicates that UNICEF focused on including indigenous people, people in coastal areas, people with disabilities and youth and adolescents in all aspects of programming. Furthermore, UNICEF interventions in Muslim Mindanao remained unbiased and unobstructed. Documentary evidence supports the finding that programming complies with SDGs, geographical and socioeconomic targeting and inclusion. The evaluation team considers that UNICEF's advocacy efforts at the LGU level, geared towards supporting poor households with sanitation subsidies, have been significantly achieved in most target areas. These findings amplify a considered focus on equitable services and benefits. Nevertheless, data gaps also mean there is no specific equity-based budgeting that can be verified at this stage for evaluation.

HRBA: Most respondents affirmed that UNICEF's WASH Programme (CPC-7 and CPC-8) is structured to adhere to HRBA principles (PENAL).

Integrated Approach: The evaluation team concludes that intent to integrate WASH into health and education programming is explicit in both CPC-7 and CPC-8. However, CPC-8, made a significant change to merge WASH with education and health outcomes, rather than keeping it as a standalone outcome (as it was in CPC-7). By focusing on deprived regions (as outlined in the Philippines Development Plan (PDP) 2017-22, CPC-8 contributed to accelerating geographic convergence whereby UNICEF sections started working on priority LGUs. This however did not translate into significant changes in how the WASH section interacted with other sections to realise the objective of integrated WASH programming. Furthermore, the current format of an integrated approach, both within UNICEF and the GoPH, lacks systematic tooling and requires more capacity building, cascading to the LGU level. Where programming integrates objectives across the UNICEF sections, a systematic approach that informs, trains, monitors and enables primary stakeholders on efficient integration is found missing. Thus, budgetary control and usage for WASH-related activities remain hampered. WASH implementation did not benefit from an integrated approach, particularly securing funding for purely WASH-related follow-up and necessary advocacy. Finally, the above-stated lapses are compounded by a lack of integration-specific monitoring and internal tuning adjustments. The evaluation team formulated a matrix-management strategy that allows for a thematic and sector-specific integrated approach, with both thematic and sector-specific indicators (see Appendix 23).

¹⁸ UNICEF. 2019. *Water, Sanitation and Hygiene (WASH) Annual Results Report*. <https://www.unicef.org/eap/media/5516/file/WASH%202019%20report.pdf>.

Conclusions

The WASH Programme interventions include upstream and downstream WASH at the community level, schools, child development centres and healthcare facilities. Operating effectively and independently is lost with multiple reporting lines and increased workloads. The planned intent to integrate programming is reflected, but the follow through with systems, tools and training is missing. There is merit to retaining the intent to integrate WASH, however, to succeed there is a need to institute structures and systems to enable integrated WASH planning and delivery. Adopting such an approach will require a well thought out roadmap laying out intent/results, processes, designs, methods of measurement (of results), accountability and reflections to keep track of, and follow through with an adaptive integration approach. UNICEF PCO management would have a critical role in expanding and steering the process. For GoPH, there is a need to translate the strategic intent documents into operational plans, whilst keeping in view bureaucratic complexities to carve out ways and means to implement integrated WASH where participating public entities collectively own the process and outcomes. Particular attention is warranted on system strengthening, availability of funds, further training at the barangay level and advocating for qualified sanitation inspectors. Moreover, a stronger focus is required on the capacity development of LGUs since, by law, both water and sanitation are devolved to LGUs. Finally, UNICEF's WASH interventions save lives, yet UNICEF has not told that story effectively. Many successes and impacts remain undocumented. The evaluation team recognises that the communications section has done a few stories on WASH in the past. However, such efforts are too few and far between to fully and justifiably promote the message that "WASH saves lives".

Lessons Learned

1. The WASH interventions contributed to creating an enabling environment across a spectrum of public actors. Enabling environments are key interventions in low-capacity and emergency situations.
2. **"WASH saves lives!"** This lesson remains applicable across all sectors, and past efforts highlight the need for continued advocacy and capacity building to sustain advances.
3. The interventions could have produced more sustainable results had a considered focus been placed on engagement with organisations such as the League of Municipalities of the Philippines (LMP), a cohort of area coordinators, school associations and others.

Key Recommendations

Recommendations are formulated based on conclusions and suggestions from key stakeholders from government departments, municipalities and LGUs. Views and desires of communities, parents and caregivers are also considered. These recommendations enable DepEd, DILG, DOH, DSWD, DPWH, and all UNICEF section chiefs to respond cohesively and formulate integrated work plans. A detailed set of recommendations, along with proposed tasking and timelines, are presented in Section 5.3 and Appendix 28 of the report.

- GoPH must revisit its current development planning to ensure that adequate funding is available to scale up existing efforts for a galvanised ZOD implementation and to widen the WASH service delivery in all municipalities.
- Create a consortium of Water, Sanitation and Hygiene Enabling Environment (WASH-EE) actors from DepEd, DILG, DOH, DSWD, DPWH and UNICEF. The primary objective of the consortium is to conduct joint reviews of WASH-related development work at the provincial level. The inclusion of DPWH is essential to ensure related infrastructure developments and improvements are achieved in time.
- Integrated programming is a well-recognised strategy and needs a well thought out and systematic/tooled approach beyond policy and plan. To achieve effective results, DOH-UNICEF must spearhead the development of all service delivery mapping tools for all activities across the WASH-EE development framework for the consortium.
- Programme for CPC-9 using a strong baseline study to ensure that CPC-9 endline assessments are enabled. Ensure the inclusion of a representative sample of all minority groups, including the indigenous people of the Philippines and a control group in the baseline survey.
- Redefine/Advocate for defined roles and responsibilities for the Provincial Steering Committees, LMP and UNICEF Area Focal Coordinators to ensure stronger ownership at the provincial level, downwards to the municipality level.
- Document, customise and adopt best practices evident in the Philippines and other UNICEF regions that have strong WASH-related C4D campaigns.

CHAPTER 1

INTRODUCTION AND OBJECT OF EVALUATION

CHAPTER 1: INTRODUCTION AND THE OBJECT OF EVALUATION

This report presents the findings, lessons learned and recommendations of the evaluation of the **United Nations Children’s Fund (UNICEF) Water, Sanitation and Hygiene (WASH) Programme**, commissioned by the Philippines Country Office (PCO), (see Appendix 1 for the Terms of Reference (ToR)) carried out between September 2021 and April 2022. The evaluation covers the WASH activities under the **Country Programme for Children (CPC)-7 from 2012 to 2018** and the first two years of the ongoing **CPC-8 from 2019 to 2020**.¹⁹ This evaluation also assesses the effectiveness and efficiency of the transition toward an increasingly ‘integrated’ cross-sector programming approach in CPC-8. Furthermore, it aims to identify lessons learned and recommendations to improve UNICEF WASH interventions in the upcoming country programme and guide the overall approach. Hence, the nature of the **evaluation is summative for CPC-7 and formative for CPC-8**.

The CPC-7 (2012-2016) had an initial budget of US\$82.5 million²⁰ and aimed to contribute to the progressive realisation of children’s rights, in line with the Government of the Philippines’ (GoPH) priorities to achieve the Millennium Development Goals (MDGs). CPC7 had two major components—the first focused on ‘downstream’²¹ services and systems to address existing inequities, while the other focused on initiatives such as policy and governance.²² However, Typhoon Haiyan led to an additional provision of \$150 million to UNICEF PCO.²³ A sector-wise breakdown further shows that between 2012-2016, the WASH section received the largest share of the expenditure, with almost \$58 million or 28 per cent exclusively spent on WASH.²⁴ Following a mid-term review in 2015, the CPC-7 was extended for an additional two years, 2017-2018, to synchronise the timeline of the next country programme (CP) with the United Nations Development Assistance Framework (UNDAF) 2011-2018 and the Philippines Development Plan (PDP) (2017-2022).²⁵ The ongoing CPC–8 (2019-2023) has a proposed budget of \$112.2 million²⁶ and is aligned with the PDP (2017-2022). As part of CPC-8, WASH does not have a standalone outcome; instead, it is integrated under outcomes 1 and 2. Under outcome 1, output 1.4 is WASH-specific, focusing on the overall WASH Enabling Environment (WASH-EE) with a budget of \$3.4 million.²⁷ While there are no WASH-only outputs under outcome 2, WASH is part of outputs 1 and 2, with an aggregated (not WASH-specific) budget of \$24 million.²⁸

The report follows UNICEF’s Global Evaluation Reports Oversight System (GEROS)²⁹ guidelines for an evaluation report. The structure of the report is outlined below:

- **Chapter 1** of this report sets the context of the intervention, primarily focusing on the WASH situation, and describes the intervention.
- **Chapter 2** details the aims, objectives and scope of the evaluation.
- **Chapter 3** explains the methodology of the evaluation, including research ethics, mode of research, adaptive measures, quality assurance mechanisms and critical challenges.
- **Chapter 4** presents the findings organised by key evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, sustainability, a human rights-based approach (HRBA), gender equality and equity.
- **Chapter 5** focuses on conclusions, the lessons learned, recommendations and way forward.

1.1. Intervention Context

This section provides a brief overview of the country and the context of the WASH intervention at global, regional and country levels.

Global Context: Since the start of the new millennium, the world is staying focused on the universal provision of equity-based WASH services. The WASH focus was built in under the umbrella of the MDGs and subsequently in the Sustainable Development Goals (SDGs) for WASH-specific targets. Around 827,000 people in low- and middle-income countries die as a result of inadequate WASH

¹⁹ Evaluation TOR. 5 July 2021. p. 5.

²⁰ UNICEF. 2017. Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines. p. 13.

²¹ Interventions and strategies to provide equitable access to care and services to mitigate the negative impacts of non-development.

²² Upstream interventions and strategies that focus on improving fundamental social and economic structures to decrease barriers and improve supports that allow people to achieve their full potential.

²³ UNICEF. 2017. Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines. p. 5.

²⁴ UNICEF. 2017. Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines. p. 14. The actual expenditure report shows that the total amount spent was \$209.7 million. Hence, with \$58 million, WASH is approximately 28 per cent of the total expenditure.

²⁵ GoPH-UNICEF Country Programme 2012-2016. Midterm Review (MTR) Summary Paper. p. 1.

²⁶ UNICEF. 2018. Country Programme Document. p. 9.

²⁷ UNICEF. Programme Strategy Note for UNICEF Philippines 2019-2023. p. 48.

²⁸ UNICEF. Programme Strategy Note for UNICEF Philippines 2019-2023. p. 63.

²⁹ <https://www.unicef.org/evaluation/global-evaluation-reports-oversight-system-geros>.

facilities each year, representing 60 per cent of total diarrhoeal deaths.³⁰ Improved WASH facilities could prevent the deaths of 297,000 children under five years (U5) each year.³¹ Refer to Box 1 for more statistics.³²

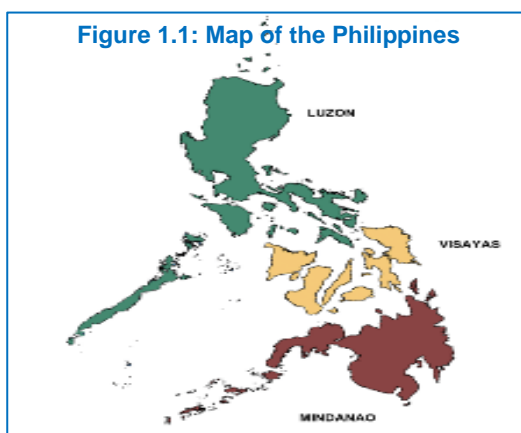
Regional Context: The Eastern and South-Eastern Asia region showed increased access to essential drinking water services from 92 per cent to 94 per cent (2015 to 2020).³³ Access to drinking water in rural areas improved from 85 per cent to 89 per cent, while in urban areas it went up, from 97 per cent to 98 per cent from 2015 to 2020.³⁴ Access to at least basic sanitation services improved from 84 per cent to 91 per cent from 2015 to 2020. However, millions still defecate in the open and countries still require significant attention in providing universal, safely managed sanitation by 2030. In 2017, close to 68 per cent of the population residing in the region had access to a primary handwashing facility. Mirroring global trends, coverage of basic handwashing facilities within the region is higher in urban areas, but significant gaps exist between the richest and poorest quantiles.

Country Context: Located within Southeast Asia, the Republic of the Philippines is an archipelago consisting of more than 7,000 islands and covering an estimated 300,000 sq. km.³⁵ The archipelago consists of three main islands—Luzon, Visayas and Mindanao (Figure 1), and is further divided into sixteen administrative regions and one independent region called the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). The 2015 Census of Population reports that the total population of the Philippines is 100.9 million, of which 50.6 per cent are male, and 49.4 per cent are female, with a median age of 24.3.³⁶ As of 2015, there are 81 provinces, 1489 municipalities, 105 cities and 42,028 *barangays* (villages).³⁷ The province remains the highest tier of decentralisation, while *barangays* are the lowest. All local chief executives and bodies are directly elected. The autonomy of the local governments is stipulated in the 1987 Constitution, with the local governments’ operating frameworks guided by the 1991 Local Government Code. The government recognizes that Geographically Isolated and Disadvantaged Areas (GIDA) are far-flung communities with marginalized populations, such as indigenous peoples, who disproportionately face access barriers to critical infrastructure and social services.³⁸ Refer to Appendix 2 for a more detailed analysis of the country context.

Box 1: Global WASH Situation

- **Drinking Water:** In 2020, 74% of the global population used safely managed drinking water services.
- **Sanitation:** Against the benchmark of global coverage, safe sanitation services increased from 28% to 45% between the period 2000 and 2017.
- **Hygiene:** In 2020, 71% of the global population (5.5 billion) had a primary handwashing facility with soap and water available at home.

Figure 1.1: Map of the Philippines



WASH Sector Situation: Despite seemingly high coverage for basic WASH services, progress has been too slow to meet SDG targets on both water and sanitation by 2030 (refer to Box 2 for statistics).³⁹ However, the national sources indicate significant inequities in coverage within the country. Households in the lowest wealth quintile have much lower access to basic sanitation and are more likely to practice open defecation. Almost **7 million people** in the

Figure 1.2: Philippines WASH Situation



³⁰ WHO. 2019. 'Sanitation Key Facts'. <https://www.who.int/news-room/fact-sheets/detail/sanitation>.

³¹ WHO. 2019. 'Sanitation Key Facts'. <https://www.who.int/news-room/fact-sheets/detail/sanitation>.

³² JMP Report. 2019. Figure 4.

³³ UNICEF. July 2021. 'Drinking Water'. <https://data.unicef.org/topic/water-and-sanitation/drinking-water/>.

³⁴ Ibid.

³⁵ BBC. 2018. 'Philippines Country Profile'. <https://www.bbc.com/news/world-asia-15521300>. Retrieved on 17th Feb 2022.

³⁶ The Philippines Statistics Authority. 2015. *Census of Population: Demographics and Socioeconomic Characteristics*.

https://psa.gov.ph/sites/default/files/2015%20CPH_REPORT%20NO.%202_PHILIPPINES.pdf.

³⁷ OECD. 2015. 'Philippines'. <https://www.oecd.org/regional/regional-policy/profile-Philippines.pdf>.

³⁸ Reliefweb. 2018. 'Oxfam delivers clean water to isolated communities hit by Mangkhut'. <https://reliefweb.int/report/philippines/oxfam-delivers-clean-water-isolated-communities-hit-mangkhut>.

³⁹ <https://washdata.org/data/household#/dashboard/4544>

Philippines, mainly in the most marginalised communities, continue to engage in the dangerous practice of open defecation or using unimproved toilets, the third-highest number in the South-eastern Asia region.⁴⁰ The national ratio of students to toilets (80:1) is high and, in certain areas such as Autonomous Region in Muslim Mindanao (ARMM), it is exceptionally high (180:1) and well above the maximum international standards for schools (25:1).⁴¹ As a result of water supply and sanitation inadequacies, coupled with poor hygiene practices, the estimated second-largest cause of mortality among children between one month and five years of age remains diarrhoea, the third-highest in Southeast Asia. Poor WASH services are one of the main reasons the soil-transmitted Helminthiasis (STH) prevalence rate is 67 per cent in the Philippines, higher than most countries in the region.⁴²

The 2011 WASH Situation Analysis⁴³ identified three bottleneck areas impeding progress on WASH in poor and marginalised communities in the Philippines: **1) inadequate access, 2) poor hygiene practices and low demand, and 3) a weak enabling environment for WASH programming at the local government and national levels.** Since 2018, under the UNICEF-GoPH workplan focus is on an integrated approach to implement WASH activities. With the Department of Health (DOH) in the lead, the WASH sector engages seven departments, including the Department of Interior and Local Government (DILG), Department of Environment and Natural Resources (DENR), Department of Public Works and Highways (DPWH), National Economic and Development Authority (NEDA) and Department of Education (DepEd). Please refer to Appendix 3 which provides a list of WASH-related legislation and regulations.

To support GoPH in improving the WASH situation, UNICEF's CPC-7 (2012-2018) included the UNICEF Philippines WASH Programme as a core component. Despite decent progress toward improving sanitation, the country still has a long road ahead to meet the SDGs concerning adequate and equitable access to WASH services for all. Considering this context, the WASH Programme was included in UNICEF CPC-8 (2019-2023) but integrated into the CPC-8 results structure under outcomes 1 and 2.⁴⁴

1.2. UNICEF Philippines WASH Programme (Object of Evaluation)

Below are the details of the intervention under evaluation, including an overview, intended results, strategies and components, timeline and geographic spread, stakeholders and participants, resources, significance and ToC.

1.2.1 Programme Overview

The evaluation comprised a series of interventions implemented as part of two CPCs, i.e., CPC-7 and CPC-8. The evaluation of these interventions included all WASH-specific activity implemented under CPC-7 (2012-2018) and the same for the first two years of CPC-8 (2019-2020). There are two distinct phases of the WASH Programme under CPC-7. The first phase prioritised the development of improved methodologies for increasing access (by creating demand and supply of services) to safe water supply and basic sanitation facilities and upgrading hygiene practices in homes, schools and Early Childhood Care and Development (ECCD) centres. The second phase focused on upstream and capacity development (enabling environment), such as advocacy support, strengthening capacities and leveraging resources to upscale the successful approaches sustainably. The ongoing WASH Programme under CPC-8 focuses on upstream management by strengthening institutional capacities for delivering integrated and sustainable WASH services. CPC-8 focuses on implementing integrated WASH approaches for improved results where activities have been combined with Health and Nutrition, ECCD, Education and Emergencies.

Programme Goals and Expected Results: The WASH Programme's goals and expected results/outcomes, bifurcated in two phases, are presented below in Table 1.1.

Table 1.1: Programme Goals and Results/Outcomes

WASH Programme Phase	Goal	Results and Outcomes [1],[2]
CPC-7 2012-2018	Programme Component Result 1 (PCR-1) focused on strengthening	Intermediate Result 1: By 2014, households, schools and ECCD centres have universal use of sustainable and resilient basic sanitation, safe water,

⁴⁰ UNICEF. 2016. 'Ending open defecation for better health in communities'. <https://medium.com/@unicefphils/ending-open-defecation-for-better-health-in-communities-3d0d21e011e8>.

⁴¹ Ibid.

⁴² Ibid.

⁴³ CPC-7: WASH Business Case Note.

⁴⁴ Evaluation ToR. 5 Jul 2021. p.3.

WASH Programme Phase	Goal	Results and Outcomes [1],[2]
	services and systems towards achieving the national MDGs in 2015.	and improved hygiene behaviour in selected barangays within 20 municipalities where sanitation coverage is low. Intermediate Result 2: By 2016, households, schools and ECCD centres have universal sustainable and resilient basic sanitation, safe water and improved hygiene behaviour in most barangays within 80 municipalities where sanitation coverage is low.
CPC-8 2019-2023	To ensure that more children and adolescents in the Philippines, especially the most vulnerable, develop to their full potential and live in environments that are safe, protective and conducive to their needs.	Outcome 1: By 2023, more children, adolescents, and women, particularly the most vulnerable, benefit from improved and equitable neonatal, child, maternal and adolescent health and nutrition services and adopt healthy life practices. Outcome 2: By 2023, more children and adolescents, especially the most disadvantaged, will have improved education and learning outcomes.
[1] CPC-7: WASH Business Case Note. [2] Programme Strategy Note for UNICEF Philippines 2019-2023.		

Programme Components and Key Interventions: The Programme’s key components and the strategic approaches and modalities under **CPC-7** and **CPC-8** are as follows:

Table 1.2: CPC-7 and CPC-8 Components/Strategies and Key Interventions

Components/Strategies	Key Interventions
CPC-7	
WASH in schools (and ECCD centres)	Emphasise sanitation due to current low coverage levels in schools and its link to diarrhoea, helminthiasis (worms) and school enrolment and performance, while also engaging in water safety, advocacy for improved water supplies and the strengthening of ongoing hygiene education programmes.
Sanitation, hygiene and water safety in communities	Work in communities within these three areas of intervention to maximise impact on child health outcomes; coordinate with the Government Sagana Water for All Programme (and other water supply initiatives) to ensure an overall balanced WASH approach in marginalised communities.
Water supply in communities	Focus on water supply governance and capacity building through the MDG-F1919 pro-poor water supply programme that targets “waterless” municipalities eligible for funding under the Government’s Sagana Water for All initiative, complemented by parallel sanitation, hygiene and water safety programming.
WASH in emergencies and early recovery	A two-pronged approach in emergencies: UNICEF coordinated the overall relief effort as co-lead of the WASH Cluster with DOH and responded directly, following needs based on the UNICEF Core Commitments for Children (CCCs) (2020), through staff and non-governmental organization (NGO) partners.
CPC-8	
Evidence generation and use	UNICEF supports government agencies to produce high-quality evidence that can influence and inform the development and implementation of policies and programmes for children, identify emerging and strategic issues, and contribute to the global knowledge on children through knowledge sharing.
Policy advocacy	Apply systematic advocacy to influence policies, plans and budgets that significantly impact child poverty, multidimensional child poverty and family resiliency. Lessons and good practices from implementation in targeted provinces and LGU inform policy advocacy.
Public discourse and social norms	The rich mass media, digital and social media existing in the country afford opportunities to engage more directly with large parts of the population—particularly the large populations of young people, together with active civil society, to increase positive partnerships with key actors and advocates and the private sector to influence positive social change.
Developing and leveraging resources and partnerships for children	Engaging national, regional, provincial and local authorities, relevant councils and boards at each level in programme planning to establish priorities and solicit commitment to using funds as a ‘catalytic’ resource for practical, scalable and sustainable interventions. There will be a focus on strengthening collaboration and coordination between stakeholders.
Investing in strategic policy level capacity development and programme implementation strategies	At the national level and support at the subnational level to LGUs to develop and deliver child-and equity-focused integrated programmes and improve planning, budgeting and coordination between government actors to promote a model of a child- and equity-focused approach to local governance.
Harnessing innovation	Invest in high-quality technical assistance to develop costed multisectoral models that maximise opportunities through technology to leverage national investments for children, address equity gaps for children and position the Philippines to benefit from and be a significant contributor to global knowledge and best practices.

Geographic Coverage and Implementation Status:

Under the **CPC-7 (from 2012 to 2018)**, **nine provinces and six cities**⁴⁵ were part of the WASH programme. The coverage areas also included WASH-integrated activities implemented in the health and nutrition sectors. Alternatively, during the first year of **CPC-8**, UNICEF prioritized interventions in the following eight provinces (three regions): **Samar, Northern Samar, Zamboanga del Norte, Lanao del Sur, Maguindanao, Sulu, Tawi-Tawi and Basilan**⁴⁶ (see Appendix 4 for geographical coverage). While CPC-7 stands completed, CPC-8 is still under implementation and will be completed by 2023. For details on the Philippines contextual timelines and WASH Programme interventions and strategies refer to Appendix 5.

Figure 1.3: WASH Geographical Coverage



Programme Stakeholders and their Roles:

A series of *key stakeholders* (see Table 1.3) remained involved in the design and implementation of the WASH Programme. The following table lists the key stakeholders and their role in the design and implementation. For more details, refer to Appendix 6.

Table 1.3: Programme Stakeholders and their Role in the Programme

Stakeholder	Role in the Programme
Primary Duty Bearers - Government	
UNICEF PCO	UNICEF PCO is the lead technical and resource stakeholder, with a primary role in programme design, and organizing technical and financial support for project delivery. The role involved advocacy with different national and sub-national partners.
Department of Health (DoH)	The DOH has three major roles in the health sector: (1) leadership in health; (2) enabler and capacity builder; and (3) administrator of specific services. Its mandate is to develop national plans, technical standards, and guidelines on health. Aside from being the regulator of all health services and products, the DOH has played a significant role in First 1000 days (F1KD) which includes integration of WASH programme into the nutrition programme of the health department.
Department of Education (DepEd)	The DepEd is the main government entity responsible for the education sector. The DepEd with support from UNICEF is in charge of the WASH in School (WinS) interventions implemented in the Philippines.
Department of Interior and Local Government (DILG)	DILG has provided capacity-building support to LGUs (provision of training, coordination of master plan preparation, provision of information on financing, etc.
Department of Social Welfare and Development (DSWD)	DSWD have contributed to raising awareness and demand for WASH services in communities.
Early Childhood Care and Development (ECCD) Council	The ECCD Council has played a major part in ensuring WASH services and programmes are in place in Child Development Centres.
National Economic and Development Authority (NEDA)	NEDA is in charge of the coordination for preparation of the national development plan and investment programmes.
Local Government Units (Provinces/cities/municipalities)	LGUs have played a major role in community development, provided the links between the people and government, addressed community problems and concerns regarding WASH and enforced relevant policies.
Technical and Financial Partners - Donors	
Donors (Government of Japan, United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), Government of Australia)	Donor's function is to provide the financial support necessary to fully implement the coordinated WASH interventions and make timely transfers of funds. Ensured accountability of UNICEF against target results.
Civil Society Organisations	
Civil Society Organizations (CSO): A Single Drop for Safe Water (ASDSW), Manila Water Foundation, BARMM.	The Programme has engaged multiple CSOs as implementing partners of UNICEF in various advocacy initiatives, capacity development and awareness-raising, and programme modelling in communities.
Rights-Holders	
Communities: Children, adolescents, parents, caregivers	As beneficiaries, their role is to attain benefit through improved WASH services and as contributors to spread awareness regarding WASH.

⁴⁵ The provinces that were part of CPC-7 WASH component include Camarines Norte, North Cotabato, Masbate, Northern Samar, Sulu, Sultan Kudarat, Zamboanga de Norte., Maguindanao and Sarangani. The cities were namely, Davao City, Cotabato, Quezon City, Puerto Princesa, Zamboanga City., Pasay City. (LGU Mapping UNICEF).

⁴⁶ Government of the Philippines - UNICEF Eighth Country Programme for Children 2019-2023 Country Programme Action Plan (CPAP).

Programme Resources and Donors: The WASH Programme's total funding was **\$64 million** from 2012 to 2020, out of which little over \$8 million was for WASH-specific development interventions, while the remainder was for emergency support. UNICEF PCO, to date, shared a summary of the annual budgets. What can be gleaned from the available rolling work plans and the mid-term report is given below:

- A large part of the funding came from thematic donors (44 per cent), within which a majority was financed under Thematic Humanitarian Response.
- The largest single emergency donor was UNOCHA (15.5 per cent).
- The largest single developmental donor was the Government of Australia (21.4 per cent).
- A breakdown shows that a significantly larger amount (87 per cent) of funding for WASH came from emergency sources for the period 2012-2020, underscoring the importance of development-humanitarian nexus in the context of the Philippines.

More details on funding sources (by donor type) are provided in Appendix 7.

Programme Beneficiaries: Determining programme beneficiaries was challenging for the evaluation team due to the non-availability of disaggregated data. However, data was extracted from different documents, including monitoring reports and annual reports, to the extent possible. The 2018 annual report covers the beneficiaries of CPC-7 in particular. It states that a total of **2,100 communities were supported to end open defecation, approximating 2.1 million beneficiaries**. Under WinS, around **7,000 schools** were supported, while WASH supplies were provided to affected communities during emergencies (13,937 male and 13,391 female were provided sanitation facilities in 2018 alone). The evaluation team was unable to find relevant information on the breakdown of CPC-8 beneficiaries.

1.3. Programme Significance

This section outlines the Programme's significance for relevant stakeholders:

- The current stage (CPC-8) demonstrates the value of **adopting an integrated approach** to WASH service delivery in the Philippines. To some extent, the implementation influences relevant policies, national programmes and dissemination for the government ministries. The focus of the Programme is on addressing the needs of vulnerable and marginalised communities through strengthening the policy environment. It also focused on building the capacity of national and local stakeholders in developing sector planning, implementing, monitoring, budgeting and financing (rural/urban).
- The CPC-8, through integrated programming, supports **joint coordination between different departments and enables UNICEF and the government** to assess upscaling needs for a blanket zero open defecation (ZOD) target and the *requisite* institutional arrangements, focusing on the LGU as the fundamental driver of WASH service delivery.
- A successful programme **informs on capacity enhancements required at the national and local levels**. The downstream effort includes a well-coordinated and collaborated focus on Philippine Approach to Sustainable Sanitation (PhATSS), behaviour change communication, WinS and the integrated WASH approach (iWASH).
- The Programme *offers a platform for the joint creation of a national WASH service delivery monitoring database*, an ingredient integral to achieving ZOD. Evidence generation and its utilisation in adaptive programme design and implementation of changing contexts are enabled. In this respect, a coordinated effort with development organisations, the private sector and academia create a partnership and knowledge network.

1.4. Theory of Change (ToC)

The desk review indicates that the programme stakeholders critically reviewed the draft pathways of desired change and identified integration and convergence for consideration in revising the ToC. This integrated approach aimed at strengthening the WASH nexus with education, ECCD, health and nutrition. Additionally, UNICEF emphasised that their focus was WASH in emergencies. The findings of the evaluation team on the pre-defined ToC are reported under the design sub-section in the relevant section of Chapter 4 (Effectiveness). The ToC for WASH under CPC-7 and in CPC-8⁴⁷ are attached as Appendix 8

⁴⁷ March 2016. *Integrating WASH and Nutrition in ToC Pathway Narrative Philippines*. p. 9.

CHAPTER 2

PURPOSE, OBJECTIVE AND SCOPE OF EVALUATION

CHAPTER 2: PURPOSE, OBJECTIVE AND SCOPE OF EVALUATION

This chapter describes the evaluation’s purpose, objectives, criteria, questions and scope. Moreover, it outlines stakeholders’ role and possible uses of the evaluation findings.

2.1. Purpose and Objectives of Evaluation

This **evaluation is summative for CPC-7 and formative for CPC-8** as it informs future design and implementation for GoPH and UNICEF PCO WASH Programme by looking backwards and drawing learning and recommendations. There is a considered focus on critically examining the shift to WASH integrated (or cross-sector) programming under CPC-8 and its results. Moreover, a programming shift towards GoPH WASH policies, financing and practices is expected at national and sub-national levels.⁴⁸

Find below the **evaluation objectives** as outlined in the ToR:

- Assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of the WASH Programme component of the GoPH-UNICEF 7th (2012-2018) and 8th (2019-2023) CPs.
- Assess the effectiveness and efficiency of the WASH Programme with the move to an ‘integrated’ cross-sector programming approach as part of the 8th Country Programme (years 1-2, 2019 and 2020).
- Identify lessons learned and recommendations to improve UNICEF WASH interventions in the following CP and approaches to better influence the policies, strategies and funding priorities of the GoPH.

2.2. Evaluation Stakeholders’ Role and Uses of Evaluation

Several key stakeholders remained involved in the evaluation with varied interests. Table 2.1 below outlines the roles of key stakeholders and possible uses of the evaluation.

Table 2.1: Evaluation Stakeholders’ Role and Uses of Evaluation

Stakeholders	Role and Uses of Evaluation
Primary Users	
Government of the Philippines⁴⁹ and LGUs	Role: To provide access to relevant documents/data and potential respondents for the evaluation. Use: Inform advocacy, implementation and technical assistance approaches to sustain/scale up, if the Programme is proven effective/successful.
UNICEF Philippines CO	Role: To develop the evaluation TOR, recruit and manage the evaluation team, support coordination with local stakeholders for field data collection, and review and approve deliverables. Use: Inform the GoPH-UNICEF 8 th CP adjustments to refine the WASH programme strategy. In addition, to inform advocacy efforts to concerned national government agencies, LGUs and development partners on the way forward for WASH programming.
Secondary Users	
UNICEF COs in similar contexts; UNICEF Regional Office and headquarters; development agencies (e.g., UN agencies) working in the Philippines WASH sector;	Role: No role in the evaluation planning or execution but holds importance as a potential respondent. Uses: Identify and adopt lessons learned that apply to their context. Contribution to strategic thinking around integrated approaches to WASH programming.
Rights-holders (school children, adolescents, communities and household members)	Role: Hold importance as a potential respondent. Uses: Advocacy toward multiple stakeholder support for coherent approaches based on good practices, challenges and lessons learned.
Rights-holders (school children, adolescents, communities and household members)	Role: Remain the primary beneficiaries and share their thoughts and experiences regarding programme activities, results and benefits. Use: To reflect on the community actions that yield positive results around community-based WASH services.

2.3. Evaluation Scope, Criteria and Key Questions

This subsection outlines the evaluation scope, criteria and key questions separately.

2.3.1 Evaluation Scope

The evaluation scope with respect to thematic, chronological and geographic aspects is mentioned below. The scope did not change as defined in the evaluation ToR.

- **Thematic scope** covered all WASH Programme interventions (GoPH-UNICEF CPC-7 and CPC-8). The scope, therefore, included both upstream (enabling environment and system strengthening work) and downstream WASH promotion strategies and approaches in communities and public institutions (WinS, child development centres and health care facilities).

⁴⁸ Evaluation ToR, 5 Jul 2021, p.5.

⁴⁹ Represented by the Department of Health (DOH), Ministry of Health BARMM, Department of Education (DepEd), Department of Education BARMM, Department of Interior and Local Government (DILG), Department of Social Welfare and Development (DSWD), ECCD Council, National Economic and Development Authority (NEDA), and Local Government Units focusing on GOPH-UNICEF 8th Country Programme.

Where relevant, interventions linked to post-disaster efforts of UNICEF's current development programmes and ongoing WASH recovery programmes.

- Expectations have evolved from those listed in the evaluation ToR. The current PCO only expects a limited focus on or light touch analysis of WASH emergency preparedness efforts within UNICEF PCO. The evaluation scope excludes consultation with indigenous communities except where they are part of larger community beneficiaries.
- **Chronological scope** includes the WASH component of GoPH-UNICEF CPC-7 (2012-2018) and CPC-8 (2019-2020), with an overall evaluation timeframe from 2012 to 2020.
- **Geographic scope** includes activities implemented with government and non-government partners at all levels (national, regional, provincial, municipal/city and barangay levels).

2.3.2 Evaluation Criteria and Questions

The evaluation followed the standard Organization for Economic Co-operation and Development (OECD)-Development Assistance Committee (DAC)⁵⁰ criteria comprising **relevance, coherence, effectiveness, efficiency, impact and sustainability**. There is also considered focus on UNICEF's cross-cutting programming priorities including **gender equality, equity and HRBA programming** (particularly concerning child rights) which have been treated as non-DAC criteria.

Figure 2.1: Evaluation Criteria



During the scoping discussions with UNICEF, the evaluation team leveraged the opportunity to discuss the evaluation questions (as outlined in the TOR). Evaluation questions were consolidated and rephrased in the Evaluation Matrix (see Appendix 9 for the detailed Evaluation Matrix). It is pertinent to underline that none of the evaluation questions were excluded (as given in the TOR) during this exercise. Find below (Table 2.1) the list of key evaluation questions as per the OECD-DAC and non-DAC evaluation criteria.

Table 2.2: Key Evaluation Questions

Key Evaluation Questions – Against each DAC/Non-DAC Criteria	
Relevance	EQ1 – To what extent are UNICEF WASH CP (7 th and partly 8 th) objectives and strategies consistent (appropriate) with GoPH national/local development plans (PDP and Ambisyon Natin 2040), donors and local needs?
Coherence	EQ2 – To what extent do UNICEF WASH Programme objectives relate to DOH plans (National Objectives for Health, Environmental and Occupational Health (EOH), and others), leveraged internal and external complementarities, harmonisation and coordination?
Effectiveness	EQ3 – To what extent did the UNICEF WASH Programme achieve the intended results (CP outcomes); and what factors (including strategies) enabled and/or hindered the achievement of desired results
Efficiency	EQ4 – To what extent did the UNICEF WASH Programme manage to achieve desired results (objectives and outputs) within resources (funds, time, personnel/expertise), and how did WASH integration into other multiple sectors (outcomes/ outputs) influence efficiency?
Impact	EQ5 – To what extent did the UNICEF WASH Programme contribute to achieving desired results [state the level] (including unintended effects)?
Sustainability	EQ6 – To what extent did the UNICEF WASH Programme cultivate ownership of relevant public sector entities (at national and sub-national levels) to sustain/scale up the interventions and results. What measures are needed to strengthen sustainability and upscale further?
HRBA, Gender Equality, and Equity	EQ7 – To what extent does the UNICEF WASH Programme's design, implementation and monitoring integrate and produce results across UNICEF programming priorities, i.e., human rights-based programming (child rights), gender equality, United Nations System-wide Action Plan (UN-SWAP) and equity?

⁵⁰ OECD. Evaluation Criteria. <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

CHAPTER 3

EVALUATION METHODOLOGY, QUALITY ASSURANCE AND ETHICS

CHAPTER 3: EVALUATION METHODOLOGY, QUALITY ASSURANCE AND ETHICS

This chapter describes the evaluation design, methodology and data sources, sampling strategy, data analysis approach, compliance to United Nations Evaluation Group (UNEG) norms and standards, limitations and mitigation measures, and evaluation implementation and management.

3.1. Evaluation Design

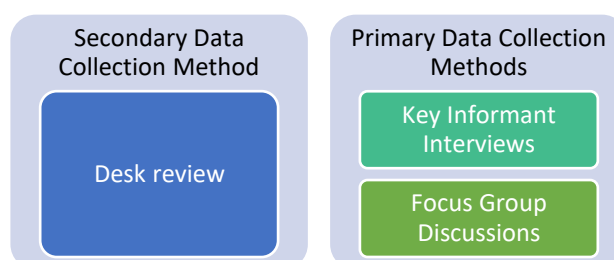
The evaluation is guided by two overarching approaches including **theory-based**⁵¹ and **participatory approaches**.⁵² For theory-based evaluation, the evaluation team referred to the pre-defined ToCs (refer to Appendix-8 for WASH outcomes in CPC-7 and CPC-8). Using this design enabled mapping the desired change and the processes/factors that contributed to the realisation (or otherwise) of the desired change. Similarly, the participatory approach facilitated engaging all relevant stakeholders (e.g., the Evaluation Reference Group (ERG)) to inform the evaluation as well as provide oversight. The evaluation was informed by the opinions, experiences and suggestions of key stakeholders, including service providers (at national, regional, provincial, municipal, city and barangay levels), rights-holders, technical and financial partners.

Keeping in view the Programme's design and evaluation expectations, the evaluation team applied the **Process-Tracing method**.⁵³ Through this design, the evaluation team looked at the achievement of desired change or outcomes and traced it back to the contributory outputs, interventions and inputs that brought that observed/desired change. The evaluation team focused on understanding and assessing the processes and interventions applied (both within UNICEF and those within the public sector) for integrating WASH into other sectors such as education, health and others. Please refer to Appendices 10A through 10D for the analytical frameworks used.

3.2. Evaluation Methods

The evaluation team used a **mixed methods approach** for this evaluation. Applying quantitative and qualitative data/methods generated evidence that informed the evaluation findings and learnings. This approach enabled the cross-verification or validation of data gathered from various sources, including secondary evidence, and addressed deficiencies and gaps.

Figure 3.1: Evaluation Methods



Find below an overview of the evaluation methodology.

3.2.1 Desk Review (Secondary Data Collection)

The review of documents to date has provided the evaluation team with critical knowledge and understanding of the Programme. During the evaluation, available literature informed the relevance, coherence, effectiveness, efficiency, impact and sustainability of the Programme (as well as its gender, equity and humanitarian focus) concerning exploring and understanding programme design, ToC, challenges, learnings, appropriateness and evolution of the Programme. The evaluation team undertook a thorough desk review of **300** documents received from UNICEF, KII respondents and other secondary sources and websites (see Appendix 11 for the document inventory). The desk review remained an ongoing process throughout the course of the evaluation. The evaluation team adopted a systematic approach for secondary data research and corresponding analysis. Information was **checked, consolidated, synthesised and analysed** for each evaluation question and outcome indicator, triangulating qualitative data to the extent possible. Please see Appendix 12 for details on the desk-review quality assurance strategy).

3.2.2 Qualitative Data Collection (Primary Data Collection Method)

Key informant interviews (KIIs) with stakeholders and focus group discussions (FGDs) with communities were used to collect qualitative data. Keeping in view the local restrictions due to the Coronavirus Disease 2019 (COVID-19), some of the KIIs and FGDs were conducted remotely. Before providing

⁵¹ **Theory-based approaches** to evaluation use a detailed ToC to conclude whether and how an intervention contributed to observed results. Retrieved from: <https://www.canada.ca/en/treasury-board-secretariat/services/audit-evaluation/evaluation-government-canada/theory-based-approaches-evaluation-concepts-practices.html>.

⁵² **Remained participatory**: involving the programme stakeholders. This involvement occurred across various stages of the evaluation process, from the evaluation design to the data collection and analysis and the reporting of the study. Retrieved from: https://www.betterevaluation.org/en/plan/approach/participatory_evaluation.

⁵³ **Process Tracing**: Process tracing is a case-based approach to causal inference that focuses on using clues within a case (causal-process observations, CPOs) to adjudicate between possible alternative explanations. Retrieved from: <https://www.betterevaluation.org/en/evaluation-options/process-tracing>.

details on each individual method, the following descriptions highlight the sampling approach that was applied to select districts and respondents for qualitative data collection methods.

Sampling for Qualitative Data Collection: In terms of geographic sampling, the evaluation team purposively selected regions for KIIs and FGDs. The intent was to select regions where the Programme had coverage in terms of intervention(s); including hard to reach areas and BARMM. For the regional distribution of KIIs and FGDs refer to Appendix 13. The evaluation team employed a purposive sampling approach⁵⁴ to identify the respondents of KIIs and FGDs. The selection of KII respondents was driven by the purpose of involving all those stakeholders who have been involved directly or indirectly in programme design and implementation. This ensured gathering of a diverse range of opinions to inform the evaluation findings. For FGDs, participants had either directly or indirectly benefitted from the Programme or have been involved in the Programme’s activities at the community level. The descriptions below outline the key aspects of each data collection method.

Key Informant Interviews: The KIIs were conducted with key stakeholders to solicit relevant, helpful information on the successes and challenges of the Programme. The evaluation team conducted **98 KIIs with 117 participants**, as some KIIs had more than one respondent (see Appendix 14 for a complete list of people met during KIIs). The evaluation team used semi-structured interview guides for KIIs (refer to Appendix 15 for the KII guides).

Table 3.1: Distribution of KIIs

Stakeholder	Number of Interviews
National	
KIIs with government agencies: DOH, DepEd, DILG, NEDA, DSWD, ECCD Council	13
KIIs with implementing partners	12
KIIs with development partners (including WHO, World Bank (WB), UNDP) and donors	7
KIIs with UNICEF staff	15
Local Level	
KIIs with the UNICEF CPC-8 focus LGUs	29
KIIs with selected UNICEF CPC-7 focus LGUs	22
Total KIIs	98

Focus Group Discussion (FGDs): The FGDs focused on feedback, opinions, practices and behaviours related to WASH service delivery and solicited ideas for programme improvement. Focused efforts were invested to collectively examine the gender, ethnicity and physical ability-driven differential WASH needs. In total, the evaluation team conducted 15 FGDs with community-based stakeholders. These FGDs used a set of structured questions put into FGD guides (refer to Appendix 16 for the FGD guides used). The distribution of FGDs by stakeholder type is given below in Table 3.2.

Table 3.2: Distribution of Focus Group Discussions

FGD Stakeholders	Total Number of FGDs
FGD with communities (parents of beneficiary children—school and ECCD); mothers of first 1000 days beneficiary children and guardians/caregivers of children	10
FGD with teachers (WinS) and teachers/caregivers/care workers in ECCD centres	2
FGD with community members involved in the implementation of PhATSS/PhATS and service providers (Sanitary Inspectors)	2
FGD with the UNICEF WASH team	1
Total FGDs	15

3.3. Quality Assurance of the Data Collection

This section describes the quality assurance mechanism implemented by the evaluation team. A summary has been included in the following sections, for more details please refer to Appendix 12.

Field Staff Training: The evaluation team trained the data collection team (including note-takers, moderators and interviewers). The training focused on orientation of the field staff to programme interventions, coverage, evaluation purpose, objectives, scope, region and stakeholders. The training included sessions on UNICEF and UNEG’s norms and guidelines. The training also focused on the purpose and application of data collection tools, probing techniques and note-taking. For remote data

⁵⁴ Purposive sampling, also known as judgmental, selective or subjective sampling, is a form of non-probability sampling in which researchers rely on their own judgment when choosing members of the population to participate in their study. Better Evaluation. ‘Purposive Sampling’. https://www.betterevaluation.org/en/resources/overview/purposive_sampling.

collection (in light of COVID-19 restrictions), the data collectors were trained on conducting KIIs and FGDs using virtual platforms such as Zoom and Google Meet.

Pre-Testing (Mock Sessions) and Translation of Finalised Tools: The training sessions included mock exercises for the data collectors to pre-test the tool before finalising it for data collection. The evaluation team made the appropriate changes to the tools and translation based on the feedback from the data collectors and completed them for the fieldwork. The data collection tools were reverse translated to ensure the accuracy of the translation.

Quality Control During Fieldwork: The evaluation team established and maintained strict quality assurance field protocols. Key measures implemented included deployment of field supervisors (for any field level technical and operational guidance), gender balanced teams, ensuring voice recordings of KIIs/FGDs, and maintaining close coordination and communication among all field staff.

Safety and Protective Protocols implemented under COVID-19: In addition to general quality control measures, the evaluation team ensured implementation of various safety and protective protocols to ensure that all research participants/respondents and the evaluation team were not exposed to any possible risks related to the COVID-19 pandemic. Key measures included a) maintaining safe distance; b) avoiding physical contact; c) covering face with mask at all times; d) carrying and using sanitizer during field work, and others.

Validation Workshop: The evaluation team held an online workshop on May 13, 2022, with key UNICEF staff and ERG members to present preliminary findings and recommendations for validation, seek additional factual correction, and gather ideas for improving findings and recommendations. A total of approximately **50 participants** (including representatives of NEDA, DILG, DOH, DepEd, DSWD) attended the validation workshop. The discussion and inputs from the ERG were useful in ensuring the final recommendations are relevant, feasible and actionable.

Ethical Approval: The field work was initiated after obtaining the requisite ethical approval from the Zamboanga City Medical Centre with the support of UNICEF Philippines (refer to Appendix 17 for the process of ethical approval).

3.4. Data Processing and Analysis

A parallel mixed method data analysis approach was employed whereby data from each strand (qualitative and quantitative) was collected, processed, and analysed simultaneously to draw findings.

Qualitative Data Analysis: A systematic and structured content and thematic analysis of the KIIs and FGDs were conducted via an in-depth review using MAXQDA software by summarising the unstructured textual content into manageable data relevant to the evaluation criteria. Deductive and inductive coding systems formed the basis of the qualitative analysis. At the onset, the evaluation team adopted an inductive coding structure aligned to the various tools and the evaluation matrix. Further study included qualitative cross-mapping for different indicator sets. Triangulating findings with secondary sources informed the analysis and conclusions.

Quantitative Data Analysis: The evaluation team consolidated all available quantitative data from the programme progress reports, work plans and other secondary sources to analyse the data for triangulation of the qualitative findings. The evaluation team primarily used MS Excel for data analysis purposes.

3.5. Integration of HRBA, Gender Equality and Equity in the Evaluation

This evaluation benefitted from and adhered to all applicable principles as prescribed by the UN-SWAP (2.0, 2018) on Gender Equality and the Empowerment of Women (GEEW).⁵⁵ Refer to Table 3.3 for the measures taken by the evaluation team to ensure compliance with UNICEF’s cross-cutting priorities during each stage of the evaluation:

Table 3.3: Integration of HRBA, Gender Equality and Equity in the Evaluation

Evaluation Phase	Measures Taken for Compliance
Design	<ul style="list-style-type: none"> • The evaluation matrix included a separate section to include specific questions, sub-questions and indicators on gender equality, HRBA and equity. • The selection of evaluation methods ensured inclusion or participation of duty-bearers and rights-holders (male/female, rural/urban, literate/illiterate, etc.). • Specific guides were applied for each stakeholder (duty-bearers, rights-holders, donors) under each evaluation method (KII or FGD). • Appropriate capacity-building of all evaluation team members was ensured.

⁵⁵ UN Women. *UN-SWAP: A plan to improve gender equality and the empowerment of women across the UN system.* <https://www.shareweb.ch/site/Multilateral-Institutions/Documents/UN%20SWAP%20Gender%20Equality%20Brochure.pdf>.

Evaluation Phase	Measures Taken for Compliance
Implementation	<ul style="list-style-type: none"> Gender balanced teams were deployed for data collection. A total of 285 (182 female and 103 male) individuals provided primary data inputs to the evaluation including 117 participants through 98 KIIs and 168 participants through 15 FGDs. Out of 117 people met for KIIs, 59 were female (50.4 per cent). In FGDs, significant participation of both genders was attained. Out of 168 participants, 45 were male (27 per cent) and 123 were female (73 per cent). FGDs included vulnerable populations including teenage parents (14), Pregnant and Lactating Women (PLW), indigenous people (such as Badjao), people with disabilities (PWD)s, and senior citizens.
Analysis and Reporting	<ul style="list-style-type: none"> Analysis of all data was disaggregated by parameters of gender equality, HRBA and equity. Distinct coding for gender equality, HRBA and equity was implemented to extract themes. The synthesis of evaluation findings, conclusion and recommendations were informed with the above key considerations.

3.6. Compliance to UNEG/UNICEF Adopted Norms and Standards

A brief overview of the measures planned and implemented to ensure compliance to UNEG⁵⁶ and UNICEF’s adapted norms and ethical standards is outlined below (for more details, refer to Appendix 18).

- **Independence and impartiality:** The evaluation team members had no conflict of interest and no role in the implementation of programme activities, and the staff was able to evaluate the WASH Programme without the influence of any outside party.
- **Credibility:** The evaluation team applied a participatory data collection methodology (involving a range of relevant stakeholders for feedback) and triangulation of reported findings by using an analysis of evidence from both primary and secondary data sources.
- **Utility:** UNICEF is committed to publish and disseminate duly quality-assured evaluation reports in the public domain without undue influence by any party.
- **Professionalism:** The evaluation team is comprised of professionals with extensive knowledge, training and experience working with multiple clients on local and international projects.
- **Avoidance of Harm:** The evaluation team took requisite measures in light of COVID-19. Some of the in-person interviews were replaced with remote interviews to avoid risks related to COVID-19.
- **Privacy of Participants:** The participants were informed about protocols for protection of their private data and that the data was password protected. The feedback and opinions of the respondents included in the final report are anonymous to maintain the confidentiality of the respondents.

3.7. Evaluation Challenges and Mitigation Measures

Table 3.4 outlines the limitations and the mitigation measures taken to address constraints.

Table 3.4: Limitations and Mitigation Measures

Risks and Limitations	Mitigation Measures
Remote work amid COVID-19 pandemic	This evaluation posed challenges during the COVID-19 pandemic. Hence, the training of data collection teams (including national consultants), usually carried out as an in-person workshop, had to take place remotely via Zoom, which excluded some potential participants due to low internet connectivity. However, mock sessions proved helpful in gauging the trainees’ understanding of the tools. Another implication of the pandemic was face-to-face data collection. The international evaluation team based in Pakistan and could not travel to the field and therefore collected and analysed data remotely. Thus, the evaluation team conducted interviews online or by telephone. However, AAN’s local partner conducted most of the KIIs and almost all FGDs (except one) face-to-face.
Difficulties in contacting and reaching out to some stakeholders	Given below are some of the main challenges faced and resolved while reaching out to potential interviewees: <ul style="list-style-type: none"> • The response to Typhoon Odette and COVID-19 vaccinations posed time constraints on likely respondents. • Some of the target KIIs had resigned from their government posts and are running for a seat in the election. Hence, they did not have time for the interview or were not interested in being part of the evaluation. • Despite follow-up through emails, phone calls and personal visits, some KII respondents and FGDs focal persons did not revert.
Lack of requisite data to carry efficiency analysis	<ul style="list-style-type: none"> • Return on investment computations: A comprehensive efficiency analysis remained a challenge due to the lack of disaggregated beneficiary data at the output and outcome levels for all WASH deliveries. The recent expenditure data shared was used to check WASH spending for the whole for CPC-7 and for checking WASH nested deliveries for F1KD and WinS thematic projects. The rolling work plans are complex

⁵⁶ [UNEG Ethical Guidelines for Evaluation.](#)

Risks and Limitations	Mitigation Measures
	<p>worksheets, as are the RAM reports. Beneficiary data is mostly textual and hence a link with direct costs is difficult to map from the rolling work plans, RAM reports and VISION data.</p> <ul style="list-style-type: none"> The lack of beneficiary data remained an issue, mainly due to UNICEF CO teams being engaged in emergency response at data collection. The evaluation team extracted beneficiary data from the CO Annual Reports to the extent possible. However, the numbers for achievements cannot be compared since a baseline is missing and monitoring data is not available. The evaluation team also mapped the information on WASH-related aspects from the Situational Analysis of 2011, the Mid-Term Report and the Situational Analysis of 2018 to attempt a pseudo baseline. See Appendices 19A and 19B. Monitoring data for CPC-8, in particular, is not available.

3.8. Evaluation Management, Team, and Phases

This section covers the evaluation management arrangements, evaluation team and functions, implementation phases and deliverables under each evaluation phase.

3.8.1 Evaluation Management – Evaluation Reference Group (ERG) Role

UNICEF established an ERG to provide guidance/technical inputs to the evaluation and to ensure the quality of all evaluation deliverables (from a technical point of view), including the inception report, draft report and final report. The evaluation team had consistent, effective, and reciprocal communication with UNICEF (including the ERG) throughout the evaluation. The mode of communication included bi-monthly meetings, progress reports, emails and WhatsApp Calls.

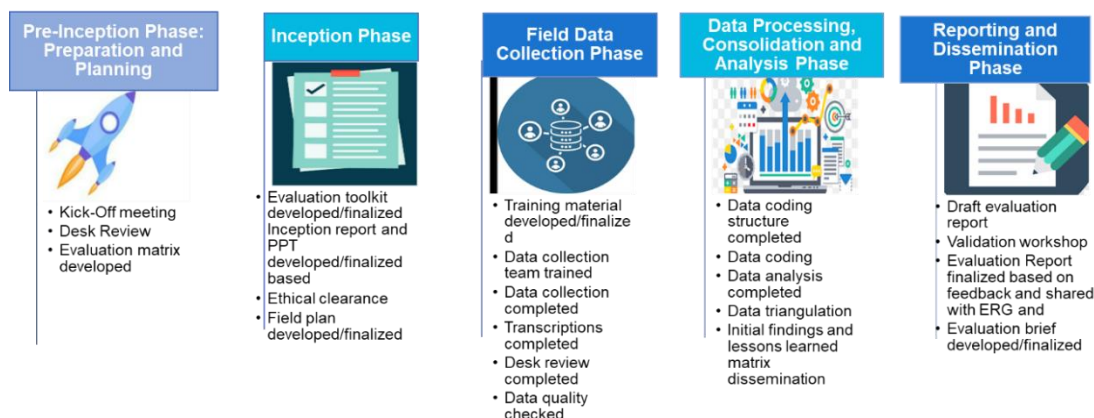
3.8.2 Evaluation Partner, Team and Roles

AAN Associates⁵⁷ a Pakistan based consulting firm, led the evaluation design and implementation. Local data collection was supported by Philippines-based partner Katilingban Sa Kalambuan Org., Inc. (KKI). A team of international and national experts with complementary training and skills was deployed to design and implement the evaluation. The team had adequate representation of female team members. Refer to Appendix 20 which provides complete team organogram.

3.8.3 Evaluations Implementation Phases and Deliverables

The evaluation was implemented from September 2021 to May 2022. The evaluation followed a phased approach with five key phases, i.e., pre-inception, inception, field data collection, data processing, consolidation and analysis, and reporting and dissemination. Each phase had a series of activities/tasks (implemented both concurrently and sequentially) and associated deliverables (more details in Figure 3.2).

Figure 3.2: Evaluation Implementation Phases and Deliverables



⁵⁷ <https://aanassociates.com/>.

CHAPTER 4

EVALUATION FINDINGS AND ANALYSIS

CHAPTER 4: EVALUATION FINDINGS AND ANALYSIS

This chapter presents the evaluation findings and analysis. The description includes key findings for each question (and sub-questions) under each DAC and non-DAC criterion. The evaluation team relied on the political, economic, social, technological, legal and environmental (PESTLE) framework to understand relevance and coherence. The strengths, weaknesses, opportunities and threats (SWOT) approach was used to gauge the effectiveness and sustainability of outcomes. The OECD impact evaluation approach was used to study social and behavioural mechanisms for understanding impacts. The participation, accountability, non-discrimination and equality, empowerment and legality (PANEL) principles were used to assess rights-based approaches under HRBA.

4.1. Relevance

EQ1 – To what extent are UNICEF WASH CP (7th and partly 8th) objectives and strategies consistent (appropriate) with GoPH national/local development plans (PDP and Ambisyon Natin 2040 and local needs?

The relevance criterion has one key question with two sub-questions.

EQ1.1: To what extent do UNICEF WASH objectives and strategies align with GoPH national/local development plans and donors?

The findings below offer a comparative perspective on alignment between the WASH Programme (in terms of objectives) and those listed in the GoPH policies and plans (including the development partners). The findings are primarily drawn from the desk review and the analysis is based on comparative techniques.

The findings are presented in a matrix form (see Table 4.1) for the readers to see the level of alignment between CPC (both 7 and 8) objectives and those of GoPH national plan and policies i.e., PDP; Ambisyon Natin 2040; DOH Plans and that of donors. A column is added to the far right to offer analysis or commentary around level of alignment. For more details related to the alignment of UNICEF WASH Programme's objectives and strategies with GoPH national/local development plans and CPC, and component-wise alignment with GoPH plans, policies and laws at national and sub-national, refer to Appendix 21.

Table 4.1: Alignment of CPC-7/CPC-8 with GoPH/Donor Plans and Policies⁵⁸

CPC Objectives	Government Plans and Policies	Donor Plans and Policies	Assessment Around Alignment
CPC-7 (2012-2018) WASH Objectives "...households, schools and early childhood care and development (ECCD) centres will have universal use of sustainable and resilient basic sanitation and safe water with improved hygiene behaviour...." ⁵⁹ "...national Government agencies include and prioritise, within their sectoral policies and legal instruments, the needs of vulnerable children in households and learning institutions for equitable basic sanitation, safe drinking water, and	<p>PDP 2011-2016</p> <p>The 'Human Capabilities Improved' sector outcome covers WASH. It covers health and nutrition status, and knowledge and skills enhanced, with the following relevant indicators:</p> <ul style="list-style-type: none"> • The proportion of families with access to safe water increased (%) • The proportion of families with access to sanitary toilets increased (%) • Primary education critical resources – Toilets <p>National Objectives for Health (NOH 2011-2016)</p> <p>It is directed toward ensuring the attainment of the three health system goals of better heal the outcomes, more responsive health system, and more equitable healthcare financing. It defines the specific objectives and targets to be pursued based on the major thrusts outlined in the AHA:</p> <p>(1) financial risk protection through expansion of coverage, benefits and utilization of the National Health Insurance Programme (NHIP);</p> <p>(2) improved access to quality healthcare facilities and services; and (3) attainment of the</p>	<p>JICA aids the Philippines on the improvement of "hard" and "soft" infrastructure related to natural disasters and the environment along with the improvement of water infrastructure. It also provides support for water resource management plans.</p> <p>USAID's Water, Sanitation and Hygiene Finance (WASH-FIN) Philippines Programme, which ran from November 2018 to September 2020, supported NEDA, the oversight agency for economic and development planning in the country, as well as other national implementing agencies, to operationalize the Unified Resource Allocation Framework (URAF) for</p>	<ul style="list-style-type: none"> • UNICEF CPC-7 WASH objectives and strategies were aligned with the GoPH's Philippines Development Plan (PDP) 2011-2016, whereas, UNICEF CPC-8 integrates WASH objectives, aligned with the GoPH's Philippines Development Plan (PDP) 2017-2012 and GoPH's AmBisyon Natin 2040. • A review of the objectives of the NOH/PPAN and CPD-7 and CPD-8 show a general alignment with the overall goals and objectives. UNICEF, however, undertakes certain specific tasks under the overarching goals and hence, these UNICEF goals are mostly a subset of National goals/objectives. The objectives, strategies and components of WASH Programme are also in line

⁵⁸ Sources of Information include: country programme documents, national plans/policies and strategy documents, etc and primary data analysis.

⁵⁹ WASH Business Case Note, 2012-2016, DRAFT. 8 November 2011. pg. 1

CPC Objectives	Government Plans and Policies	Donor Plans and Policies	Assessment Around Alignment
hygiene Programmes... ⁶⁰	health-related Millennium Development Goals (MDGs), including prevention and control of non-communicable and other emerging diseases.	Water Supply and Sanitation	with donor plans, policies and strategies.
CPC-8 (2019-2023) WASH Integrated Objectives "...strengthened capacity to develop, implement and monitor coordinated, evidence-based policies, strategies and plans for equitable, gender-responsive and sustainable access to basic water, sanitation and hygiene (WASH) services." WASH has one output of 1.4, while WASH's seven additional outputs integrate four UNICEF sectors: health & nutrition, ECCD, education, and emergencies. ⁶¹	<p>PDP 2017-2022, PDP 2017-2022 highlights the role of wellbeing and positive health indicators to help achieve the full potential of human beings.</p> <p>WASH falls under the clean environment and well-being objectives.</p> <p>NOH 2017-2022 General Objective: Sustainable investments for health secured, efficiently used and equitably allocated for improved health outcomes.</p> <p>PHILIPPINE PLAN OF ACTION FOR NUTRITION 2017-2022 PPAN 2017-2022 is an integral part of the Philippine Development Plan 2017-2022. It factors in and considers country commitments to the global community as embodied in the 2030 Sustainable Development Goals, the 2025 Global Targets for Maternal, Infant and Young Child Nutrition, and the 2014 International Conference on Nutrition. The plan indicates WASH programmes such as "Sagana at Ligtas na Tubig sa Lahat" (SALINTUBIG) as part of the nutrition-sensitive programmes needed in improving the country's nutritional outcomes.</p> <p>AmBisyon Natin 2040 AmBisyon Natin 2040 represents the Filipino people's collective long-term vision and aspirations for themselves and the country in the next 25 years.</p> <ul style="list-style-type: none"> "By 2040... people live long and healthy lives..." Covers WASH 		<p>with donor plans, policies and strategies.</p> <ul style="list-style-type: none"> The majority of respondents agreed that awareness of the importance of WASH increased from 2012 to 2020, especially at the national and regional level and in local governments, which resulted in (i) Development and rollout of executive-level policies, plans and programmes (PPPs) and (ii) The institutionalization of WASH agenda at national and sub-national levels.

1. There is evident alignment between PHPW outcomes/objectives and strategies with those of national partners' (GoPH) policies and plans. This illuminates programme relevance in terms of alignment with national priorities.

EQ1.2: To what extent are UNICEF WASH's objectives and strategies relevant to community needs and appropriate to the context?

This section brings together findings around how community needs informed design of WASH portfolio objectives and strategies and how appropriate these are to the local context.

2. Discussions with key stakeholders and desk review of programme documents highlight that UNICEF drafted the CP, whilst taking note of multiple studies including CP evaluations; situational analysis; demand study; enabling environment study; supply assessment and others. This informed the drafting of Programme Strategy Notes (PSNs), which were then shared with public stakeholders for inputs. The findings from the public sector led to information systems such as WinS Monitoring System and inclusion of Zero Open Defecation indicator and SDG 6 indicators in the DOH Field Health Services Information System" which helped to understand the scale of the problem. Table 4.2 maps the services gaps through CPC-7 and CPC-8, to make a case for WASH services required in lieu of services gaps.

⁶⁰ Addendum to CPC7: WASH Business Case Note. 2014. pg. 5

⁶¹ Evaluation TOR. p. 3 and 4.

Table 4.2: CP Components and Alignment with WASH Needs⁶²

Programme Component	CPC-7 Community Needs	CPC-8 Community Needs
WASH in Communities	<ul style="list-style-type: none"> Acute watery diarrhoea was still one of the top five of the Philippines' leading causes of morbidity.⁶³ A significant disparity in access between urban and rural areas, with 61 per cent in urban areas compared to 25 per cent in rural ones.⁶⁴ As for indigenous and other remote communities, access to safe water sources is seriously limited in some areas according to a rapid field assessment by UNICEF in 2007.⁶⁵ In an Ati community in Capiz, people walk for an hour to fetch water from a spring while Badjaos in Cebu City purchase their water.⁶⁶ 	<ul style="list-style-type: none"> In 2017, only 80 per cent of the country's poorest households had access to essential drinking water, compared to 99 per cent of the wealthiest households, according to the 2017 Situation Analysis of Children in the Philippines. Mothers, children and adolescents faced several denials in water, sanitation and hygiene, as well as health and nutrition, according to the 2017 Situation Analysis of Children in the Philippines (at both the national and ARMM levels). In 2018, only 75 per cent of the population had essential sanitation services at the national level, with coverage in regions between 22 per cent to 86 per cent. An estimated 6 million Filipinos still practised open defecation, mainly from the poorest households.⁶⁷ Estimates show that only 15 per cent of households had access to safely managed sanitation services.
WINs and WASH in ECCD Centres	<ul style="list-style-type: none"> More than 50 per cent of schools lack adequate safe drinking water and proper sanitation facilities, which is especially troublesome for the girl students.⁶⁸ More than 7,000 primary schools had no water source.⁶⁹ Schools in marginalized communities and regions had meagre WASH facilities.⁷⁰ During disasters and emergencies, schools are used as evacuation centres for displaced families, putting strain on limited water and sanitation facilities.⁷¹ 	<ul style="list-style-type: none"> A significant number of schools in the Philippines, 3,819, also still lack water supply and sanitation facilities (2017). Lack of access to adequate WASH facilities in school was considered to be a determinant of menstruation-related challenges for girls.
WASH in Health Facilities and Nutrition (F1KD)	<ul style="list-style-type: none"> The UN estimated that in the Philippines, 19.8 per 100,000 children U5 die from diarrhoea due to inadequate access to WASH. 	<ul style="list-style-type: none"> Estimates of stunting in children U5 were 33.4 per cent in the Philippines. Stunting costs the economy more than \$3.1 billion per year in lost intellectual and creative capability. The prevalence of stunting among children U5 was reported to be 29.6 per cent as reported in the 2018-2019 Expanded National Nutrition Survey (ENNS).
WASH in Emergencies	<p>The Philippines experiences an average of 20 disasters a year.</p> <ul style="list-style-type: none"> During the disasters, the main problems affecting children have to do with substandard WASH conditions in the evacuation centres and the diseases that break out under unhealthy conditions such as diarrhoea, injuries, skin diseases, and URTI/influenza; and the outbreak of leptospirosis in flooded areas.⁷² 	<ul style="list-style-type: none"> In 2017-18, the Marawi conflict emergency, owing to large population displacements, worsened existing inadequate water and sanitation services disparities and loss of income. Philippines experiences an average of 20 disasters a year. During the disasters, the main problems affecting children have to do with substandard WASH conditions in the evacuation centres and the diseases that break out under unhealthy conditions such as diarrhoea, injuries, skin diseases, and URTI/influenza; and the outbreak of leptospirosis in flooded areas.

Relevance to Needs of the Indigenous People: Given a considered focus of the Programme on interventions being equitable, the evaluation team looked at the needs of indigenous peoples and how WASH interventions addressed those needs.

3. The desk review illuminates a considered focus of GoPH on provision of services to indigenous peoples. There is an Indigenous Peoples Rights Act (RA 8371) (1997), that underlines their rights

⁶² Sources of Information include: situational analysis reports, country programme documents, national nutrition survey, etc and primary data analysis.

⁶³ Black, R. et al. 2010. 'Global, regional, and national causes of child mortality in 2008: a systematic analysis'. *The Lancet*. pp.1969–87.

⁶⁴ WHO/UNICEF. 2012. *Joint Monitoring Programme for Water Supply, Sanitation and Hygiene, Estimates on the Use of water, sanitation and hygiene in Philippines*.

⁶⁵ 'National SitAn Full Report'. 2010, p. 67.

⁶⁶ Ibid

⁶⁷ World Health Organization/UNICEF. 2017. 'Joint Monitoring Programme Report'.

⁶⁸ 'National SitAn Full Report'. 2010. p. 93.

⁶⁹ 'DepED Education Survey'. 2010.

⁷⁰ Ibid

⁷¹ 'National SitAn Full Report'. 2010. p. 93.

⁷² 'National SitAN Full Report'. 2010. p. 27-48.

to essential services, including sanitation for indigenous peoples. Moreover, the Local Government Code (RA 7160) (1991) requires that LGUs be responsible for providing essential services and facilities, including water and sanitation and essential hygiene services (that includes areas where indigenous peoples are living). The Rainwater Catchment Law (RA 6716) (1989) necessitates that the Department of Public Works and Highways (DPWH) construct water wells, springs and rainwater collectors in all barangays to ensure that each barangay has at least one potable water source. It also defines the community's role in operating and maintaining such facilities. It sets out that the DPWH should provide training for communities on water system operation and maintenance.⁷³

4. Evidence suggests that equity focused internal assessment was carried out and findings underline the need to prioritize and integrate interventions to address gender disparities, exclusion of indigenous populations and children living with disabilities. The Quality Assurance Review of the GoPH-UNICEF work plans and Project Cooperation Agreement Plans (2016) further emphasized the focus on addressing inequities around gender, indigenous people and people with disabilities.

WASH services or coverage gaps in communities and facilities (including highly disaster-prone context) justifies the need for intervention across CPC-7 and CPC-8. The interventions look relevant/appropriate for prioritising multiple areas where needs are seen — communities, ECCDs, schools, health centres and emergency preparedness. The balanced focus on addressing demand and supply-side bottlenecks, within the ambit of strengthening the enabling environment and setting successful practical examples on the ground, add further to the appropriateness of design. The interventions appear to lay a considered focus on delivering equitable services.

4.2. Coherence

EQ2 – To what extent do UNICEF WASH Programme objectives relate to DOH plans (NOH, EOH and others), leverage internal and external complementarities and harmonisation and coordination?

There was one main question under the coherence criterion, under which there were three sub-questions. These three sub-questions have been dealt with separately below.

EQ2.1: To what extent are the WASH Programme objectives consistent with DOH plans, including NOH and EOH (2011-16 & 2017-2022). Strategic Plan, DPWH National Sewerage and Septage Management Programme (NSSMP), NEDA's Philippine Water Supply and Sanitation Master Plan (PWSSMP), DOH PPAN and others?

5. The response to EQ2.1 is discussed more appropriately in the relevance section. In summary, the evaluation team found that the WASH Programme objectives were consistent with the DOH plans, including NOH and EOH (2011-16 and 2017-2022) Strategic Plan, DPWH National Sewerage and Septage Management Programme (NSSMP), NEDA's Philippine Water Supply and Sanitation Master Plan (PWSSMP), DOH PPAN and others. More information can be found in Table 4.1 and Appendix 21.

EQ2.2: To what extent did UNICEF and DOH leverage internal coherence to align institutional plans and complement and harmonise interventions and resources?

This section is structured in two parts: i) internal coherence within UNICEF to identify interventions that were jointly implemented/coordinated by different sections (WASH, Health, Social Protection, Communication for Development (C4D), ECD, Nutrition), and ii) internal coherence within DoH to streamline its operations. The findings are drawn from desk review and primary data analysis.

Internal Coherence within UNICEF

6. Discussions with UNICEF indicate that in the Mindanao office the sectors are supposedly integrated, and work plans were drafted with government counterparts, but on-ground, activities were carried out separately sector-wise. For instance, separately for WASH, education, health and nutrition, and child protection. The only commonality was geographic convergence.
7. Discussions with the UNICEF staff and implementing partners point to weak "internal coherence" within UNICEF, which remained a stumbling block to effective programme implementation particularly in case of CPC-8 WASH integrated programming. Although, multiple structures and mechanisms were in place to encourage inter-section collaboration, such as Joint Planning Sessions and Periodic Review Meetings, Task Groups on Early Moments Matter and Adolescents; the efficacy of these mechanisms in terms of ensuring internal coherence remains highly uncertain.
8. Discussions with UNICEF staff inform that the UNICEF office has a two-year planning cycle, in which the WASH focal person works closely with other sectors like education and nutrition in an

⁷³ Nat SitAn Full Report'. 2018. p. 168-169.

integrated manner. However, where planning is integrated, budget holding and its utilization requires a second look since the existing practice is inefficient and disabling to WASH implementation. Although there are joint planning and updates sessions (quarterly), the smaller role dedicated to WASH under Health and Nutrition and Education make it relatively challenging to effectively voice WASH implementation concerns across the board. Two key examples of successful integration are the WASH-nutrition (F1KD) pilot and the WASH-Edu re-opening of schools after COVID-19. However, lessons learned from these two examples are yet to be internalised.

9. Both the desk review and primary data analysis underscore that despite the prevalent weak internal coherence, UNICEF Philippines has performed well during emergencies. The ability of the CO to come together effectively particularly in terms of joint collaboration, coordination and fund raising during emergencies is encouraging, and a similar effort needs to be replicated across other development programmes as well; as evident from desk review and consultations with relevant stakeholders.

Internal Coherence within DOH

10. The discussions with relevant stakeholders at the national and subnational levels indicate that while there is ample understanding within the DOH around the nexus of different sectors, such as WASH-nutrition and WASH-health, the joint collaborative mechanisms are limited. Furthermore, the DOH seems unaware of how to effectively integrate to achieve collective WASH goals. The sub-departments within the DOH tend to limit their activities to their specific mandates, thereby affecting the internal coherence within the DOH. The joint mechanisms in place include engagement meetings, updates meetings, and to some extent, joint planning. No further collaborations beyond these could be determined from the evaluation. Respondents further stated that the Health Department had regular joint sessions for planning. The local health board meeting occurs, and the Local Chief Executive (LCE) is updated regularly as well.

More details on various sections within UNICEF and the DOH and their joint coordination mechanisms are presented in Appendix 22.

EQ2.3: To what extent did the WASH Programme manage to leverage external coherence for aligning objectives to global commitments (e.g., SDGs), achieving harmonisation (across sector stakeholders), and planning to avoid duplication?

The section outlines the findings around external coherence: (i) mechanisms/process (pre/during programme implementation) adopted to identify the synergies with other programmes and/or partners to leverage complementarities and to avoid duplication; (ii) how coherent was the Programme with international commitments such as MDGs, SDGs, etc.

11. Desk review points out that CPC-7 was built on an external evaluation of the previous country programmes, completed in 2010. Consultative sessions were held to prepare an informed and coherent CP. Some of those sessions included:
 - a. Strategic Moment of Reflection (April 2010) and strategy meeting (October 2010) with NEDA; where outcome resulting from participatory gender audit completed in April 2010 were deciphered.
 - b. In February 2011, a final draft of the Country Programme Document was presented to the National Steering Committee.
12. CPC-8 was designed in parallel with the UNDAF and involved active consultations with other UN agencies i.e., United Nations Population Fund (UNFPA), United Nations Development Programme (UNDP) and World Food Programme (WFP). Lessons learned from the Mid-term Evaluation (2017), Causality Analysis and Theory-of-Change consultations with partners helped frame the 2019–2023 CP.
13. Regarding coherence between UNICEF and DOH, the desk review specifies that multiple joint events were planned by UNICEF and DOH, with UNICEF taking the lead in cluster discussions with the relevant stakeholders. UNICEF has jointly undertaken the national advocacy initiatives with DOH to promote WASH related policies, recognize LGUs that are significantly contributing to national WASH targets and support learning exchange among peers and programme implementers. The same is also done with DepEd to support the promotion and scale up of WASH in schools. Moreover, primary data analysis reveal that during joint work planning exercises, the relevant public sector departments usually highlight/communicate their needs and gaps and UNICEF devises plans based on that input.
14. Both the desk review and primary data analysis highlight that more than 30 different agencies in the Philippines have some role in water resources and water supply and sanitation, but there is currently no single department or body with overall responsibility for sector policy and

coordination,⁷⁴ or for overseeing implementation of sector reforms, especially outside Metro Manila, demonstrating institutional fragmentation. Furthermore, coordination mechanisms exist for all stakeholders involved in the WASH sector. These mechanisms are as follows: Interagency Committee on Environment and Health, which meets as needed, and the Philippine Development Forum (working group on WASH), which meets quarterly.

15. Discussions with different stakeholders indicate that resources were not pooled within specific ministries regarding the overall WASH environment in schools/education. For instance, DepEd is responsible for WinS; however, the sub-department accountable for curriculum design and facility construction is different.
 - a. All respondents indicated that there was a recognised need to leverage resources towards achieving ZOD and other WASH-related targets. The allocation of resources for WASH by LGUs significantly varied between LGUs depending upon political will and leadership. Furthermore, most political funds steered towards safe water coverage (already at a higher level) rather than sanitation.
 - b. Discussions with implementing partners point put that the local municipalities had WASH programmes, but implementation levels varied, where some implementing partners and municipalities are considering the WASH-enabling integrated approach outside UNICEF purview as integration calls for collaboration among stakeholders, joint resources and funding. Some are going to approach USAID for funding.
 - c. Moreover, the respondents of national and sub-national levels shared that coordination mechanisms existed at the local level, with members representing different organisations meeting at the Municipal WASH Council to identify local-level problems. The process, as per the Local Government Code, is participatory with inclusion of community members. After consultative discussions (including other departments within the LGU) and planning, the council allocated budgets and finalised activities for sustainable implementation. With the local budgeting, financing and planning (Comprehensive Development Plan) process in LGU, there was a local finance committee to oversee the activities of all offices, which otherwise was merged into one to avoid duplication. The Finance Committee ensured that the approaches and specific concerns are all integrated into the plan.
 - d. Discussions with subnational level stakeholders also point out that WinS existed at the provincial LGU level as well. While integrated planning manifested in shared activities planned and conducted together, the number of such activities remained limited.

Example of SUCCESS Case: The Municipality of Bobon was highlighted as a success case in primary data, driven by its commitment to achieving SDG targets. The municipal government has supported the construction of WASH facilities, implementing PhATSS, and drafting a 10-year solid waste management plan. WASH has also become an integral part of the LGU, emphasising the strong political will and commitment to achieving global targets.

For more details on how different public sector and other external partners work, the joint coordination mechanisms amongst them and with UNICEF, as well as WASH components and coordination mechanisms, refer to Appendix 22.

Coherence Vis a Vis International Commitments

16. The UNICEF WASH Programme under CPC-7 and CPC-8 is aligned with global commitments and standards (MDGs and SDGs). While WASH is under the ambit of MDG Target 7C: **Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation**, it indirectly contributed to the MDGs targets on reducing underweight children and preventing diseases. The CPC-7 WASH targets and approaches indicate that the Programme was focused on increasing basic sanitation and safe water coverage, reducing open defecation, and improving hygiene-related behaviours as reflected in IR-1 and IR-2 of the WASH CPC-7 (Table 4.3).

Table 4.3: CPC-7 WASH specific results statements⁷⁵

Result	Result Statement
IR-1	By 2018, households, schools, early childhood care and development (ECCD) centres will have universal access to sustainable and resilient basic sanitation and safe water, with improved hygiene behaviour in selected barangays within 20 vulnerable LGUs.
IR-2	By the end of the country Programme, three national government agencies, within their sectoral policies and legal instruments, will prioritise the needs of vulnerable children in households and learning

⁷⁴ Asian Development Bank. 2013. *Philippines: Water supply and sanitation sector assessment, strategy, and road map*. Mandaluyong City, Philippines.

⁷⁵ CPC-7 document

Table 4.3: CPC-7 WASH specific results statements⁷⁵

Result	Result Statement
	institutions for equitable basic sanitation, safe drinking water, and hygiene Programmes. The policies will be human rights-based, evidence-based and risk-informed.

17. The relevant global framework for CPC-8 is the SDG, specifically the SDG-6 (ensure availability and sustainable management of water and sanitation for all) and SDG-4a (proportion of schools offering basic services, by type of service), highlights the importance of clean water and sanitation. Efforts concentrated on policy formulation and advocacy, capacity building, scaling up interventions, and strengthening the governance structures, thus bolstering the enabling environment, as evident from desk review and discussions with KII respondents. The CPC-8 WASH specific output statement under the Survive and Thrive component is as follows: *“The government and partners have strengthened capacities to develop, implement and monitor coordinated, evidence-based policies, strategies and plans for equitable, gender-responsive and sustainable access to essential WASH service”*.
18. Moreover, desk review and discussions with UNICEF and government stakeholders underline that the Philippine Water Supply and Sanitation Master Plan (PWSSMP) by NEDA acts as an overarching programme/action document for all donors and local governments. It is aligned with SDGs and national water supply and sanitation (WSS) targets. However, it was launched in 2020 and remains to be operationalized. It will be used to avoid duplication of efforts and provide clarity right down to LGU level.

For more details on WASH Programme’s alignment and coherence with internal commitments, refer to Appendix 22.

4.3. Effectiveness

EQ3 – To what extent did the UNICEF WASH Programme achieve the intended results (CPC outcomes); and what factors (including strategies) enabled and/or hindered the achievement of desired results?

There is one key question with two sub-questions. Integration as standalone component has been discussed within effectiveness towards the end of the section.

EQ3.1: To what extent did the UNICEF WASH Programme manage to achieve the intended results (CPC outcomes)?

The response to this sub-question is structured in three parts. The first part provides an overview of the Programme’s achievements against the intended results (outcomes/outputs). The second part discusses the efficacy of the Programme’s interventions. Lastly, the third part provides a commentary on the ToC.

Planned vs Achieved Results

19. Both desk review and discussions with UNICEF inform that in CPC-7, the WASH Programme was included as a core component under Programme Component Result #1 (PCR 1). PCR 1 focused on strengthening services and systems towards achieving the national MDGs in 2015. In CPC-8, the WASH Programme remained a core component but was integrated into the CPC-8 results structure (under outcome 1 and 2) rather than being a stand-alone outcome. CPC-8 outcomes 1 and 2 are likely to be achieved. Progress against output 1.4 is visible in the policy and legal enabling environment as evident from Section 3.1 and Appendix 3. Capacity-building initiatives were encouraging. On the other hand, where achievement on monitoring was significantly improved in CPC-8, there is room for improvement in terms of service delivery tracking. With respect to ZOD, the UNICEF Country Office Annual Report claims 95 per cent ZOD achievement in 2020. In 2020, budget for sanitation was met but intended technical inputs and modality was revised. Moreover, two provinces (ZDN,NS) had WASH Council; whereas, one province (NS) had an annual WASH workplan in 2020.

Table 4.4: UNICEF WASH Programme achieved intended CPC outcomes and outputs
CPC – 7 (WASH Standalone)

Outcomes	Outputs/Results	Indicators (WASH Specific)	Baseline and Target ⁷⁶	Findings/Results ⁷⁷
<p>PCR 1. By 2018, increased access to high impact preventive services for pregnant women and household behaviour change interventions (focused on skilled birth attendance, nutrition, WASH and HIV) for resource challenged vulnerable local government units (LGUs) with high incidence of child mortality (7 regions with 31 per cent underweight), HIV (3 high incidence LGUs with high-risk youth groups), and WASH (LGUs with < 45 per cent sanitation coverage).</p>	<p>IR-1: By 2018, households, schools and early childhood care and development (ECCD) centres will have universal use of sustainable and resilient basic sanitation, and safe water with improved hygiene behaviour in selected barangays within 20 vulnerable LGUs. IR:2: By the end of the country programme, three national Government agencies include and prioritize, within their sectorial policies and legal instruments, the needs of vulnerable children in households and learning institutions for equitable basic sanitation, safe drinking water, and hygiene programmes; with these being human rights-based; evidence based; and risk-informed.</p>	<ul style="list-style-type: none"> • Percentage of households with access to improved sanitation facilities (improved is defined by JMP criteria) • Percentage of households with access to soap in the toilet facility • Percentage of households with access to water treatment (ceramic filter/bio sand filter etc.) and safe storage (covered water storage) • Percentage of households with access to at least three channels of hygiene promotion (e.g., health workers, radio, television, SMS, religious leaders, posters etc) • Percentage of Internal Revenue Allotment (IRA) set aside by municipality for WASH programmes (the Pathway for Change specifies 20Percentage from the development plan, 5Percentage from gender fund and 5Percentage from DRR fund) • Percentage of schools and ECCD centres meeting or exceeding global standards for toilets (1:25 girls, 1:50 boys) • Percentage of schools and ECCD centres with soap in the toilet facility 	<p>Baseline and target values are not available.</p>	<p>As of 2018, 75 per cent of households with access to improved sanitation facilities</p> <p>In the non-random sample of 36 municipalities surveyed by the 2016 Management Information System (MIS), almost all households used a cleansing agent, usually bar soap or detergent.⁷⁸ However, there are no UN verified data available on handwashing in the Philippines, including in the 2017 JMP Report.</p> <p>For remaining indicators data is not available.</p>

⁷⁶ Sources of information include: RAM reports, Country Office Annual Reports, End Year review presentations, etc.

⁷⁷ Ibid

⁷⁸ Demographic Research and Development Foundation, Inc. 2016. *Multiple indicator survey in 36 municipalities in the Philippines Final Report*. p. 85.

CPC – 8 (Integrated WASH)				
Outcomes	Outputs	Indicators (WASH Specific)	Baseline and Target ⁷⁹	Findings/Results ⁸⁰
<p>Outcome 1: By 2023, more children, adolescents and women, particularly the most vulnerable, benefit from improved and equitable neonatal, child, maternal and adolescent health, and nutrition services, and adopt healthy life practices.</p>	<p>Output 1.1 Government and partners have enhanced capacity to plan, deliver, and monitor coordinated multi-sectoral, gender-responsive, risk-informed approaches at scale for improved access to nutritious diets to reduce stunting and other forms of malnutrition</p>	<p>Number of communities certified free of open defecation as a result of UNICEF and partner support</p>	<p>Baseline: 286 Target: 150 (2020)</p>	<p>Partially achieved (86)</p>
		<p>Number of communities certified Grade 2 (basic sanitation status) as a result of UNICEF and partner support</p>	<p>Baseline: 0 Target: 25 (2020)</p>	<p>Partially Achieved (24)</p>
		<p>Existence of functioning sector coordination mechanism for water, sanitation and hygiene</p>	<p>Baseline: 3 Provinces with 'weak' sector coordination mechanisms Target: All 3 Provincial WASH Councils have developed annual workplan, and held annual implementation reviews - with UNICEF TA to coordinate</p>	<p>Partially achieved 2 provinces (ZDN, NS) have WASH Councils in place; 1 province (NS) has an annual WASH workplan</p>
	<p>Output 1.4: The Government and partners have strengthened capacities to develop, implement and monitor coordinated, evidence-based policies, strategies and plans for equitable, gender-responsive, and sustainable access to basic WASH services.</p>	<p>Proportion of people practising open defecation</p>	<p>Baseline: 6% Target: 0%</p>	<p>By end of 2020, five per cent of people still practise open defecation, as per UNICEF Philippines CO Annual Report/Results Assessment Module (RAM). The latest 2020 Annual Poverty Indicators Survey (APIS) indicates that 7 million Filipinos or 6.4 per cent of the total PH population are still practicing open defecation.</p>
		<p>Existence of functioning sector coordination mechanism for water, sanitation and hygiene</p>	<p>Baseline: National: Initiating; Subnational: Weak Target: National: Established IACEH TWG exists and meets at least 2 x year Subnational: Initiating in 2 regions WASH as a standing item in their agenda</p>	<p>National IACEH funded annually; WASH and Health subgroup met 1x (Taal WQM) Subnational: Weak Regional IACEH mtgs postponed due to COVID-19</p>

⁷⁹ Sources of information include: RAM reports, Country Office Annual Reports, End Year review presentations, etc.

⁸⁰ Ibid

		National strategy to eliminate open defecation available	<p>Baseline: Established Target: Championing</p> <ul style="list-style-type: none"> • P196M of National budget allocated for sanitation programming, incl ZOD pgm • Annual data for Grade1/ZOD available for all regions 	<p>Established</p> <ul style="list-style-type: none"> • Budget for sanitation was met (P352M); but intended technical inputs and modality was revised • ZOD data available from 12 Regions in 2020
Outcome 2: By 2023, more children and adolescents, especially the most disadvantaged, have improved education and learning outcomes.	Output 2.1: Government authorities have improved capacity to deliver inclusive, gender-responsive, equitable and quality early childhood education.	Proportion of primary schools with sanitation facilities for girls that meet national standards.	<p>Baseline: TBD(2019) Target: TBD(2023)</p>	The DepEd released its WinS Monitoring for School Year 2017-2018 to 2019-2020 that shows 26.5 per cent compliance of nearly 40,000 participating schools to the national standards. Specific data is not available.

Efficacy of WASH Programme Interventions

20. Intervention-wise, effectiveness is explained in Table 4.5. This has been primarily drawn from desk review and primary data analysis. The results indicate that by and large, the respondents stated that WASH in communities had been a positive initiative with encouraging results. UNICEF-driven policy triggering interventions were highly successful. GoPH respondents testified to UNICEF's effective pursuit in revising policies and laws and creating new necessary legal *frameworks*. WinS and WASH in ECCD centres remained a success story of UNICEF Philippines. According to the latest DepED WinS Three Star Monitoring Report for school year (SY) 2017-2018 to 2019-2020, despite the fact that the Philippines has very high WinS standards, more than a quarter (26.5 per cent) of the participating schools have reached a star level in SY 2019-2020 by complying with all the five crucial indicators. Of those schools that have met these crucial indicators, 5 per cent reached a one-star level while 19.1 per cent achieved the two-star level. Interestingly, the percentage of schools that met all national WinS standards (i.e., schools with three-star level) rose from a negligible proportion of 0.1 per cent in SY 2017-2018 to 1.1 per cent in SY 2018-2019 and 2.4 per cent in 2019/20). Across the regions, Region VI remains with highest percentage of schools that reached the national WinS standards, where one in every ten schools in this region are three-star schools. Thus the improvements have not been as fast as intended. CPC-8 saw an integration of WASH in nutrition through the F1KD initiative. Despite a successful pilot in 2016, the rate of upscaling slowed down with integration, with unclear reporting lines and an additional burden of work. Most KII and FGD respondents commended UNICEF's efforts, attitude and commitment, particularly in the WinS and the WASH in Emergencies components. WASH-specific mobilisation, especially under CPC-7, coupled with an excellent C4D strategy, was unanimously praised by all respondents as highly effective.

Table 4.5: Intervention-Wise Effectiveness Results⁸¹

Programme Components	Policy and Strategy	Institutional Arrangements & Coord.	Financing & Budgeting	MEL	Capacity Building	Findings/Results
WASH in Communities	Guidelines on the Implementation of the Philippine Approach to Sustainable Sanitation (PhATSS) 2019	Establishment of a sub-committee on Water Sanitation and Hygiene in BARMM and the water and sanitation councils at different LGU levels that includes different stakeholders	Targeted provincial and municipal WASH councils allocated increased budgets for WASH; however, more advocacy is required.	ZOD data collection through Open Data Kit. UNICEF is currently supporting DOH in the development of an environmental sanitation information system. An initial database and digital monitoring platform has already been created for WASH in healthcare facilities, but policy to adopt the systems and scale-up its use is still being drafted.	Training of Trainers on behaviour change and other relevant staff conducted.	In 2019, one-third of the 42,046 barangays in the Philippines have been certified as having abandoned the practice of open defecation in their communities. ⁸² Despite this progress, among 1,634 cities and municipalities in the country, only 6 per cent have achieved municipal-wide ZOD status (or Grade 1 (G1) sanitation certification). Furthermore, Basic Sanitation Status (Grade 2 (G2) sanitation certification) has been given to over 300 barangays across the country and in two municipalities in Maguindanao, where improved sanitation facilities are now available not only in each household but also in every public institution and public place in the communities. Around 50.3 million Filipinos (around 10 million families) do not have access to safely managed sanitation ⁸³ services and of these some 24 million use limited/unimproved toilets or none at all. Most respondents acknowledged the cleaner environment after implementing ZOD in the communities as people and children did not defecate openly, resulting in more hygienic surroundings of communities and Schools.
WASH in ECCD and Schools	WinS Policy (DepEd Order No. 10, s. 2016), Joint Memorandum Circular between ECCD Council and	Technical Working Group proved to be instrumental in securing better coordination for WinS, and UNICEF is considered an integral part of this forum. WASH in ECCD and	WASH Specific budget lines have been added in different LGUs depending upon receptivity	Complimentary online system in place, WinS Dashboard available	UNICEF provided practical capacity-building support	In 2019, on WinS, only 39 per cent of school-aged children in the Philippines at the time of the survey had access to single-sex and usable sanitation facilities at school. ⁸⁴ Majority of FGD respondents reported improved behaviour change in communities, particularly due to efforts at ECCDs by joint coordination of DILG and ECCD councils in standard setting and provision of WASH facilities. The majority of the parents affirmed WinS as an effective intervention; owing to proper hygiene practices, sickness rates were dropped, the health status

⁸¹ Sources of information include RAM reports, Country Office Annual Reports, End Year review presentations, etc and primary data analysis.

⁸² 'Field Health Services Information System'. 2019.

⁸³ Safely managed sanitation means the use of improved toilet facilities that are not shared with other households and where the excreta are safely disposed on-site, or are transported and treated off-site.

⁸⁴ WHO / UNICEF. 'JMP 2019 Report'.

	Dept. of Interior and Local Government (2016) Three-star approach	WASH in emergency was already mainstreamed in the DILG WASH plans				of children improved, and attendance rose among the students in schools. Children became a source of awareness and knowledge for parents who were not educated regarding hygiene practices
WASH in Health and Nutrition	F1KD law passed in 2018. UNICEF has been advocating for the integration of WASH in F1KD	UNICEF has supported in drafting a TOC and piloting the WASH-F1KD model in multiple LGUs	WASH Specific budget lines have been added in different LGUs depending upon receptivity	DOH's data collection mechanism also undertook an evaluation of the F1KD-WASH integration.	Capacity building was undertaken at the community level and among municipal health staff on infant and young child feeding (IYCF), community-based management of acute malnutrition and a phased approach to total sustainable sanitation.	297,000 children U5 are estimated to die each year from diarrheal disease because of unsafe water and sanitation services and hygiene practices. Some of the FGD respondents appreciated the F1KD programme of UNICEF and they were knowledgeable about the importance of nutrition and hygienic practices for the better health outcomes for babies. They highlighted the importance of handwashing before feeding the baby and the importance of personal hygiene to nurture healthy babies. Few FGD respondents stated that UNICEF extended its support for advocacy and awareness sessions to care for pregnant mothers especially teenage pregnant mothers. UNICEF led capacity building at the community level is seen by most respondents as a roaring success. The capacity building also included municipal health staff on IYCF, community-based PhATSS
WASH in Emergency Preparedness	National Policy on WASH in Emergencies & Disasters (2020)	UNICEF leads the WASH Cluster. Coordination during emergencies is one of the most substantial areas.	Budget for preparedness and emergency / contingency stocks are added.	Long term agreements with critical suppliers of goods and services	WASH in emergencies training held for Government Officials	Reopening of schools after COVID-19

Commentary on the Theory of Change

Below is a discussion on the design of the ToC and whether the UNICEF WASH Programme managed to achieve the intended results (CPC outcomes).

21. Concerning WASH under CPC-7, the design met the expected outcomes and facilitated service delivery. The WinS and F1KD design successes are not visible in the integrated CPC-8 programme. In the context of the current WASH under CPC-8, the pre-defined prevailing ToC (see Appendix-8) and its demand and supply parts were overly complex and outdated and hence ineffective.
22. The ToC (CPC-7 and CPC-8) did not comply with existing UNICEF guidelines on ToC creation or with the guidance provided by OECD. Furthermore, the prevailing ToC is silent on linked Objectively Verifiable Indicators (OVIs) for outcomes. As for the related vital assumptions, some assumptions can be rejected as false since they do not reflect the facts. As a consequence, the existing results framework is also ineffective and hence difficult to track.

Table 4.6: Assessment of Assumptions of the CPC-7 and CPC-8 ToC⁸⁵

Component	Listed Assumptions	Evaluation Teams's Findings
CPC-7 A. Demand Outcome – Improving knowledge and attitude of WASH benefits and increasing demand for services and products in households, schools and ECCD centres	Political economy assessments done	Valid
	Well resourced, long term, C4D strategy & results framework exist	False
	Communications audit and Formative research completed. The foundations and programming of CPC7 was informed by various research related to demand creation, supply and governance, including formative research on critical WASH behaviours.	Valid
	Availability of partners with capacity to implement	Valid
	C4D tools developed. CPC 7 gave birth to a multi-awarded C4D package dubbed as “Goodbye Dumis, Hello Healthy” which supports attainment of ZOD /Grade 1 under PhATSS policy. Another set of communication materials are under development to support Grade 2/ Basic Sanitation of PhATSS	Valid
	Well-resourced budget for modelling EHCP into ECCDs	False
	Evidence shows that sanitation promotion can be integrated into EHCP	Valid, to some extent
B. Supply Outcome – Increased availability of WASH products and services in households, schools and ECCD centre	Supply and services strategy and results framework exists	Valid for external services only
C. Enabling Environment Outcome – Strengthen enabling environment to support WASH behavioural change and sustainable scale-up of the WASH Programme	Well-resourced WASH Programme plan especially during initial phase of Programme	False
	Non-government partners work together towards supporting WASH Programmes ⁸⁶	Valid; yet no specific activity is seen for mitigation management
CPC-8	Families have adequate resources to meet their basic health and nutrition needs	Valid
	High level political commitment maintained	Valid
	Frontline workers apply knowledge, skills and use tools	Valid only for GoPH, DOH, Municipal and LGU
	Families utilize resources and services for health, WASH, nutrition ⁸⁷	Valid
The flow chart, adapted from leading guidance on evaluating assumptions is given in Appendix 10D, along with the definition and examples of assumptions.		

23. The ToC is vague on emergency-related deployment and interventions. This becomes even more significant given the fact that the Philippines is located in the middle of the typhoon belt and experiences on average 20+ natural disasters annually (see Appendix 2 for details of natural disasters in the Philippines over the period 1981 to 2020 and the population affected). Emergency responses are integrated at only two stages in the ToC. There is a need to strengthen this link so that normal development programming remains mostly on track despite frequent natural disasters. That this aspect of emergency response warrants a more emphatic structuring in the ToC is especially significant when one considers WASH funding—where the regular WASH development

⁸⁵ Sources of information include: country programme documents

⁸⁶ 7. WASH_BCN_Draft 02-111117. p. 35.

⁸⁷ 127. 08_2018-12-21 CPC8 Philippines PSN_Updated for FRG-QA (pg50).

budget was only 13 per cent compared to the emergency budget of 87 per cent of the total funding between 2012-2020.

24. Keep in mind that there are seven million people who are still openly defecating or using unimproved toilets, the ToC and associated results framework have not catered to a scale-up. Subsequently, demands for funding remain grossly underestimated.
25. The necessary balance between WASH in schools and WASH at the household level is questionable at the design level. This is explained by the difference in the governance of schools and communities. In the Philippines, DepEd has direct and centralised administration of all public schools in the country which makes it easier to cascade policies. For communities, WASH service delivery is at the discretion of each local government unit because of decentralization of the local health system (as stipulated in the Local Government Code - Republic Act 7160). Most KII and many FGD respondents believed that although WinS was highly commendable, a more blanket approach is missing at the community level. Children benefitted from WinS, particularly safe drinking water, but did not have the same access at home, which, according to most people, derailed the safe water element at the school level.

EQ3.2: What factors or strategies either enabled or hindered the achievement of desired results?

A host of enabling and disabling factors, both internal and external, affected programme achievements. Find below the matrix that outlines those factors that either facilitated or hindered the implementation and achievements of results. The findings are drawn based on both the secondary and primary data.

Table 4.7: Enabling and Disabling Factors and their Implications⁸⁸

Significant Enabling Factors / Strategies	Significant Disabling Factors / Strategies
<p>Capacity Building: Overall, training targets stand achieved, particularly the Training of Master Trainers on behaviour change and other relevant staff. The evaluation team failed to secure useable disaggregated data on capacity building from UNICEF and cannot address the number of training and trainees. The barangay officials, teachers in schools and ECCD centres, and the communities have been provided with training, awareness sessions. During primary data collection, some respondents confirmed that capacity building enabled the local government staff to better understand WASH-specific budgeting, especially addition of a WASH line item in some LGUs.</p>	<p>Slower Upscaling: Despite a successful pilot in 2016-2018, the rate of upscaling has slowed down in CPC-8 mainly owing to a lopsided integration, with unclear reporting lines and an additional burden of work felt across all UNICEF sections.</p>
<p>Widespread Awareness: Municipal Health Officers, LGU members and communities are increasingly more sensitised to the WASH-health (clean spaces, safe drinking water) nexus and support programme interventions both in schools and at the community level. However, most respondents identified budget limitations as a significant hindrance. Awareness sessions were conducted for the communities along riversides to emphasise the importance of adopting toilets in households, using toilets, and hazards related to open defecation. Many communities living in coastal areas, are currently using toilets and are on track to achieve the ZOD, which most respondents testified. Moreover, the communities are aware of safe drinking water as affirmed by a few of the respondents. Increased awareness has led to a voiced demand for WASH performance sharing, particularly at the LGU level. However, the majority of KII respondents suggested more behaviour change interventions from UNICEF. The awareness component/strategy was most prominently observed in schools where respondents were informed about information, education, and communication (IEC) material around WASH displayed at various locations. The community also highlighted this, sharing stories of school students practising hygiene after WinS implementation.</p>	<p>Monitoring, Evaluation and Learning: Current monitoring system from LGU to DOH is in place through the Field Health Services Information System (FHSIS). However, the indicators used for WASH programming are limited in scope, which prevents analysis of critical gaps for where national level support could be provided. As such, UNICEF is currently undertaking the development of a more comprehensive information system with DOH and DILG to cover drinking water supply, household sanitation, food sanitation, air quality, solid waste, WASH in health care facilities, WASH in emergencies and WASH governance. Furthermore, poor information sharing, ineffective integration process, and poor systematisation have disabled effective monitoring despite the section staff's holistic mapping of WASH inputs and activities in 2019.</p>
<p>Budgetary Allocations: Targeted provincial and municipal WASH councils allocated increased budgets for WASH. In addition, with the financial contributions of the local government, municipal garbage collection also improved.</p>	<p>Budgetary Allocations: Requests to the GoPH to increase funding at the municipal level still await a meaningful response in some cases. Beginning 2022, government is observing full devolution (due to Mandanas ruling). This means nationally funded LGU programs can no longer be supported, including for WASH programs. An exception would be for 5th-6th class LGUs which can avail of national funding through the Growth Equity Fund/GEF (lodged under DBM budget).⁸⁹</p>

⁸⁸ Sources of information include country office annual reports, RAM, etc and primary data analysis.

⁸⁹ See <https://www.officialgazette.gov.ph/downloads/2021/06jun/20210601-EO-138-RRD.pdf> and GEF - <https://www.dbm.gov.ph/wp-content/uploads/Issuances/2022/National-Budget-Circular/NATIONAL-BUDGET-CIRCULAR-NO-587.pdf>

<p>Sanitary Inspectors: According to 100 per cent of KII respondents, sanitation inspectors are a pivotal force for successful widespread WASH implementation.</p>	<p>Frequent Turnover of sanitary inspectors: Trained sanitation inspectors often quit choosing better salaries. Such transitions necessitate repeated training, which burdens already-stretched resources and delivery.</p>
<p>COVID-19: While the WASH-specific budgets were re-channelled into other pressing areas such as health and vaccinations, the handwashing and/or preventative aspect of COVID-19 significantly brought WASH to the forefront. UNICEF WASH section utilized this opportunity to advocate for handwashing and proper hygiene. Relevant messages were also disseminated across different platforms as part of the COVID-19 campaign. UNICEF also used the COVID-19 situation to adapt its programming. The stakeholders appreciated how UNICEF was able to quickly shift to online modules and mechanisms without disrupting the programme. Some respondents also shared that UNICEF facilitated in including COVID-19 standard operating procedures (SOP) in the Wash Social Behaviour Change (SBCC) package.</p>	<p>COVID-19: A majority of the respondents viewed COVID-19 as a major challenge to the programme delivery. Government staff and implementation partners, in particular, stated that partnership with UNICEF had to be extended and timelines re-adjusted to cater to the COVID-19 situation.</p>
<p>Safe water refilling stations: The opening of safe water refilling stations (business) even in remote areas has contributed to access to clean water and decreased diarrhoea cases.</p>	

Integration of WASH Programme

26. Under CPC-8 there was integration of WASH in nutrition through the F1KD initiative. The intent to integrate programming within UNICEF and with the respective public service departments was clearly stated in policy and plans, as evident from the desk review. Where the integrated approach was visible in government policy formulation and national programmes (on health, education and social development), instrumentation has been lacking in terms of specific integration guidelines, standard operating procedures and integration-specific monitoring.
27. Within UNICEF, the programming appears integrated, or at least stated as much in the approach to integration, the inter-sector cross-functional design has been weak and ineffective. Integration of a national programme includes all thematic sections—health and nutrition (H&N) (including F1KD), CP (including ECCD), Education (including WinS) and support sections of PME, C4D, logistics and procurement. Key points gleaned from stakeholder interviews highlight the following:
 - The integration of WASH into Nutrition F1KD negatively impacted the effectiveness of the WASH section in terms of delivery of results. Where the integration of WASH in the F1KD-pilot completed in 2016 with good results, the positive aspects of the pilot integration remain localised to EMM/F1KD. As a result, the scale-up of integration of WASH in EMM/F1KD within UNICEF did not materialise;
 - Valuable lessons remained localised to F1KD. Similarly, all components like the Provincial Steering Committee (PSC), EMM Taskforce and the networking reflected in the collaboration matrix did not scale-up to UNICEF’s inter-sectoral/section programming, and;
 - The evaluation team could not find any document that verifies that integration-related training, capacity enhancement, guidelines and support systems were ever developed.
28. The design, reflected in the ToC of CPC-8, only mentioned integration at the government level. Compounding this weakness are false assumptions that disable appropriate planning of activities to influence the realisation of assumption.

Table 4.8: CPC-8 TOC design problems with assumptions⁹⁰

Listed Assumptions	Findings/Evaluators Remarks
Families have adequate resources to meet their basic health and nutrition needs	Valid; However, the assumption on LGU funds as per PSC ruling may be considered
High level political commitment maintained	Valid; yet specific activity is not seen for mitigation management
Frontline workers apply knowledge, skills and use tools	Valid only for GoPH, DOH, Municipal and LGU; there is a need to be more specific on who form frontline workers
Families utilize resources and services for health, WASH, nutrition	Families remain sensitised and motivated. Valid only if advocacy and C4D continue
The flow chart, adapted from leading guidance on evaluating assumptions is given in Appendix 10D, along with the definition and examples of assumptions.	

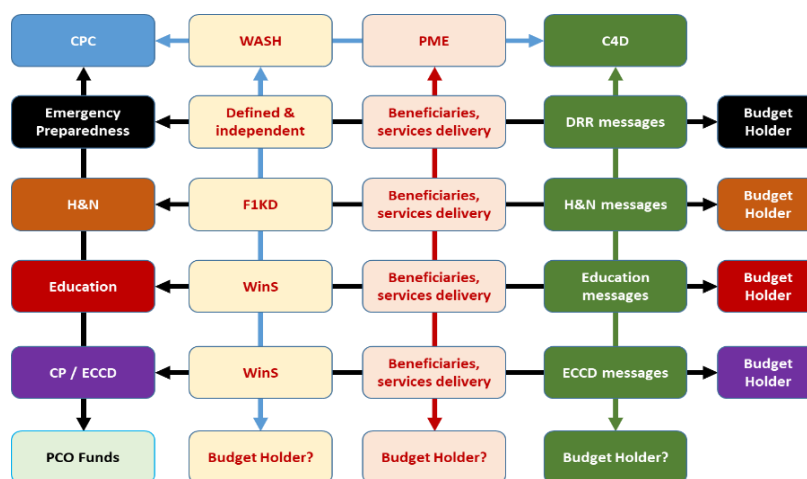
29. Discussion with UNICEF suggests that integration led to omissions and neglect of WASH in H&N, with some confusion on objectives and strategy at the national, local and regional level. Respondents further stated that in CPC-8, WASH implementation did not benefit from an integrated

⁹⁰ Source of Information: CPC-8 document

approach, particularly in missed WASH-specific donor funding opportunities. WASH-specific activities never materialised due to disguised inclusion or complete omission in H&N and COVID-19 proposals.

30. Integration design has been ineffective in terms of a failure to adopt matrix management strategies necessary for strong integration foundations. In addition, missing in the integration strategy are key elements of interdependencies of sectors (and themes) both in terms of planning, resource utilisation, budgeting and reporting. See Appendix 23 for thematic sector-based matrix management.
31. Evident from Figure 4.1 are the missing key concepts of common-sense commonality and the pivotal objective of matrix organisation which is to secure a higher degree of coordination than what is possible from the conventional organisational structures such as the staff. That is why EMM/F1KD, and WinS are successful matrix organisations, and the section-based setup is not.

Figure 4.1: Current Cross-Functional Management Matrix



Efficiency lapses

32. The evaluation team could not identify any useable progress data series and hence failed to study WASH-related efficacy. Monitoring WASH-related delivery and achievements are drastically affected. This lapse also applies to integration specific monitoring and internal evaluation. These findings are evident primarily from primary data analysis:
 - Where an integrated approach is promoted and fostered within UNICEF and WASH targets are only part of the targets and outcomes of the other sections, WASH has completely disappeared at the outcome level, putting WASH on the backburner;
 - Operating effectively and independently is lost with multiple reporting lines and increased workloads;
 - Budgetary control for WASH-related activities remains hampered and the WASH section has been restricted and at times disabled in meeting its targets;
 - The failure to report on and a lack of internalising lessons learned from the highly successful case of the Masbate LGU is an example of a missed opportunity. UNICEF has not produced a case study, and valuable lessons learned remain compartmentalised, and;
 - The failure to capitalise on the pilot EMM/F1KD institutional achievements and planning and partnerships in enhanced integration-specific monitoring is another example of monitoring inefficiency, albeit not slotted under the current PME portfolio.
33. This lapse in service delivery data also applies to integration specific monitoring and internal evaluation at the least within partner contracts and progress reports. Similarly, the structure and follow-through steps, to the very end, are missing; the end state of integration or disengagement remains undefined. This lapse affects CPC-8 programming.

4.4. Efficiency

EQ4 –To what extent did the UNICEF WASH Programme manage to achieve desired results (objectives and outputs) within resources (funds, time, personnel/expertise), and how did WASH integration into other multiple sectors (outcomes/ outputs) influence efficiency?

The criterion has one key question with two sub-questions.

EQ4.1: Did the UNICEF WASH Programme manage to achieve desired objectives and outputs within the allocated time, funds and personnel/expertise?

Find below key findings around the adequacy of time, funds and personnel/expertise for the WASH Programme to achieve desired objectives and outputs.

Adequacy of Time

- 34. Discussions with UNICEF and the desk review indicate that UNICEF follows a universal process of framing the CP ranging from 3-5 years, extendable based on needs.
- 35. The targets set for CPC-7 (2012-2018) were realistic given the timeframe. However, the level 3 emergency i.e., Typhoon Yolanda/Haiyan 2013, completely derailed the implementation of regular WASH interventions. This is despite the fact that emergency response and recovery were duly integrated into CPC-7, nevertheless, the sheer scale and complexity of interventions led to the suspension of regular activities for several months. The Haiyan Response remained a major preoccupation for the management and led to major delays in the planned activities. The delays were further compounded by complex and time-consuming procurement procedures within GoPH.
- 36. For CPC-8, there were smaller-scale natural calamities that did not affect implementation to the same extent. Instead, it was the administrative measures related to COVID-19 that caused delays in CPC-8 implementation.
- 37. In lieu of the above, it could be argued that during CPC-7 and CPC-8, external factors especially humanitarian response to emergencies affected the implementation of regular UNICEF activities, including the WASH.

Adequacy of Funds

- 38. The adequacy of funds for multiple WASH activities is discussed under the section on effectiveness and sustainability i.e., funding remained a constraining factor in most of the activities as explained in integration section (under effectiveness). For sustainability, there is a need to ensure both development costs and the recurrent costs as well to maintain the toilets and the water facilities particularly for WinS and ECCD centres.
- 39. The financial and programme data shared by UNICEF constrained comprehending the budgeting for interventions implemented under integrated programmes.
- 40. The evaluation team made an effort to piece together financial data from multiple sources to be able to use for the evaluation. This included extracting information from budgets and expenditures data against WASH-specific activities available from the VISION system whilst tagging them to relevant RAM reports. Expenditure data was used to confirm WASH-related spending nested within the F1KD, WinS and other co-joint activities. This information is consolidated into Table 4.9 and refer to Appendix 7 for the overview of the Programme’s budget. Appendix 24 presents the VfM computational dimensions, challenges and an example of one output reference. Also, presented is a complete framework on how to prepare and track for VfM based reporting in CPC-9 in Appendix 24.

Table 4.9: Overview of Extracted Financial Inputs					
Prog. / Period		Source of Information	Budget (USD)	Remarks	Use / Exp
CPC-7 (WASH)	2012-2016	Mid-Term Rep	57,966,436	28% of total expenditures; unclear regarding component wise budget	DNA
CPC-8	2019-2023	Programme Strategy Note	3,410,000	Total for WASH Enabling Environment Output (Output 1.4)	DNA
CPC-8	Output-1.1	UNICEF-DOH Workplan	818,333	WASH specific	DNA
	Output-1.2	UNICEF-DOH Workplan	32,000	WASH specific	DNA
	Output-1.4	UNICEF-DOH Workplan	1,388,333	WASH specific	DNA
CPC-8	Output-2.2	UNICEF-DepEd Workplan	810,000	WASH specific	DNA
	Output-2.3	UNICEF-DepEd Workplan	510,000	WASH/MHM	DNA
CPC-8	Output-1.1	UNICEF-DILG Workplan	346,334	WASH specific	DNA
	Output-2.1	UNICEF-DILG Workplan	60,000	WASH specific	DNA
CPC-8	Output-2.1	UNICEF-DWSD	200,000	WASH specific	DNA

- 41. For CPC-8, there is only one WASH specific output i.e., output 1.4, around WASH-EE. Under the remaining outputs, WASH is integrated under nutrition (output 1.1), health (output 1.2) and education (outputs 2.1-2.3). The evaluation team contends that it is difficult to track budget utilization for activities implemented as part of integrated interventions. However, the insights evident from the above financial data are:

- A major part of the funding came from Thematic Donors (44 per cent), within which a majority of activities was financed under Thematic Humanitarian Response;
 - The largest single emergency donor was UNOCHA (15.5 per cent);
 - The largest single developmental donor was the Government of Australia (21.4 per cent).
42. The documents shared early on included a breakdown of donor support to WASH over the years. This document however, only showed Other Resources – Regular and Other Resource Emergency and lacked figures for Core Resources for Results.

Adequacy of Human Resources

There is limited secondary data to make an assessment of the adequacy of human resources for WASH results. However, the KIIs provide the following insights around the adequacy of human resources:

43. The GoPH respondents expressed the inadequacy of skilled human resources, particularly at the field level. A significant proportion expressed a need for additional staff;
44. The respondents pointed out the need to capacitate the Sanitary Inspectors, together with improved grading structures and salaries, and;
45. Within UNICEF, it was observed that the high staff turnover for the period under evaluation (2012-2020) resulted in the loss of institutional memory. Hence, this became a challenge to leverage existing knowledge and insights.

Monitoring and Output Tracking

46. In CPC-7 monitoring remained weak, thereby affecting the Programme's efficiency tracking. Baseline data (situational analysis) was based on secondary sources and spans the period 2008-2017. This wide span is not a baseline for evaluation purposes.
47. The gap disables any VfM and cost per beneficiary analysis for CPC-7. In CPC-8, monitoring has been significantly improved. Analysis of the RAM reports and monitoring summary statements suggests that compliance with all UNICEF reporting standards has been ensured. However, the monitoring of integration specific system elements and a dashboard approach promoted through the RAM e-Tools applications are both missing. A dashboard could have enabled the better presentation of outcomes and service delivery. In addition, tracking service delivery at all levels was not done.
48. To assess the adequacy of WASH facilities on site, no rubric and/or checklist is available. Therefore, no such data is available or was not shared with the evaluation team. It was suggested that RAM reports could be explored for further information. However, the evaluation team reviewed the available CPC documents and RAM reports, which showed that in a few cases no baseline had been set for WASH targets or WASH indicators (set in CP are missing). (For example, proportion of primary schools with sanitation facilities for girls that meet national standards.)
49. An exhaustive number of documents were shared by UNICEF, which included Programme Cooperation Agreements (PCAs) with two partners: A Single Drop for Safe Water (ASDSW) and Islamic Relief. The PCA with ASDSW included regular delivery, emergency delivery, as well as a defined work plan. This should be an exemplary partnership agreement, but this was not replicated in some of the partnership agreements. It is pertinent to mention here that the template for humanitarian programme documents is focused only on the results matrix. An expanded articulation of the programme approach is omitted in order to allow for rapid review and approval to immediately meet emergency needs
50. The signed contracts with the GoPH departments are Rolling Work Plans with a cover page and no specification on an integrated approach and lack of data on joint and individual responsibilities, leaving room for misinterpretation. In many cases, disaggregated data is only available with the GoPH departments and thus inaccessible to UNICEF for improved service delivery tracking.
51. In CPC-8 implementing partners played an effective role in efficient service delivery. However, based on our discussions with national and subnational stakeholders, contracts with implementing partners stipulate reporting requirements but do not specify the level or format for detailed output and outcome reporting. An excellent example of such good practice is available in the EMM reporting system, yet this achievement is not implemented across all interventions.

EQ4.2: How did the integration of WASH into Nutrition in the First 1000 days influence efficiency in terms of delivery of results?

Given the expressed focus on measurement of efficiency for WASH integration into F1KD and delivery of results, find below the key findings:

52. The data indicates that the integration of WASH into F1KD was piloted in 2016. The results of the pilot have been rated as positive, however without any supportive efficiency analysis. The respondents had positive things to say about integration and underlined that the integration helped

with leveraging financial and human resources for shared objectives. The pilot helped with the following:

- Identification of priority interventions for implementation;
 - Identifying gaps through planning workshops held in the piloted municipalities/city;
 - Allocation of appropriate budget and incorporation of budget in the annual investment plan, and;
 - Support in provisioning supplies.
53. The secondary data suggests that the integrated implementation worked to reinforce the protective environment for children (0-23 months) through creating awareness on child protection and positive parenting practices. Moreover, it enabled the development of Barangay Development Plans, Barangay Nutrition Plans, and the Municipal Nutrition Action Plans, which are now included in the F1KD interventions and incorporated in the LGUs (municipalities/city) Comprehensive Development Plans and Annual Investment Plans (AIP). This was provided legal cover through an Ordinance. Most importantly, all the four LGUs (municipalities/cities) adopted the F1KD planning tool kit in preparing and updating the three-year Nutrition Action Plan. The pilot accelerated the inter-sectoral collaboration within the GoPH for delivery of integrated interventions.
54. From the data and interaction with stakeholders, it appears that not all LGUs have had the same level of success in implementing the integrated strategy. The success hinged on demonstrated ownership and motivation of the LGU leadership to make public sector actors work collaboratively. UNICEF staff underlined that the integrated strategy helped them realise the significance of enabling collaborative working across sectors for achieving common goals. For some, as an additional task this affected their routine work. The stakeholders referred to challenges around preparing an integrated F1KD plan (with robust cost analysis) for limited data on children and a contextualized F1KD Results Framework. However, overall satisfactory integration piloted in the F1KD initiative (clearly documented in the EMM Collaboration Matrix and the EMM Advocacy Strategy) did not cascade across other CPC-8.
55. The evaluation team were not enabled to measure time and cost-efficiency due to limited information, particularly from primary data.

4.5. Impact

EQ5 – To what extent did the WASH Programme contribute to achieving desired results [state the level] (including unintended effects)?

There was one main question with two key questions under impact criterion.

EQ5.1: How far did the WASH Programme contribute to the achievement of intended impacts (including unintended impacts)?

This section outlines whether the UNICEF WASH Programme was successful in leveraging its impact (intended and unintended). The findings are drawn from desk review and primary data analysis. For CPC-7, the intended impact statement can be derived from the business case note, in which the results are linked to the strategic results areas of the UNICEF including:

- Combating main killers of children: pneumonia, diarrhoea, malaria and neo-natal mortality.
- Reducing prevalence of stunting among the most deprived children.
- Increasing access to early learning opportunities/improving the quality of education for children from disadvantaged and marginalized communities.

For CPC-8 the intended impacts of WASH are mentioned in the ToC (Appendix 8) as below:

- By 2023, fewer young children, particularly neonates, and adolescents dying or becoming sick from preventable causes or being malnourished.
- By 2023, more children and adolescents, especially the most vulnerable, have improved learning outcomes.

UNICEF-specific and UNICEF WASH-specific impact level data and/or statement is not available. Based on the above statements and their corresponding indicators in the documents, the evaluation team utilized the following dimensions to analyse the impact: 1) Policy level impacts; 2) Economic, Social and Environmental; 3) Health; and 4) Behaviour change. Voices and quotes from beneficiaries, teachers, caregivers, etc regarding the impact of the UNICEF WASH Programme can be found in Appendix 25.

Policy Impact

56. Desk review and discussions with relevant stakeholders indicate that **an increasing trend towards WASH relevant policy formulation and passage is seen in the Philippines**. UNICEF advocated allocating adequate resources for the GoPH's WASH interventions through the WASH Programme.

Moreover, UNICEF supported the GoPH-funded national road map for water sanitation (the master plan). The master plan is a GoPH initiative and UNICEF provided technical and resource support.

Economic, Social and Environmental Impact

57. FGD respondents reported positive economic impact of the programme—through waste recycling, decreased hospitalization and low spending on water-borne diseases.
58. In terms of social and environmental development, the following vital impacts were voiced and visible in reports as well:
 - Cleaner environment due to ZOD status and proper waste disposal by LGUs in the majority of the municipalities;
 - The majority of the respondents confirmed improved WASH services (toilets, handwashing facilities, safe drinking water);
 - Some respondents shared success stories of the WASH Programme, highlighting the (unplanned) annual competition amongst the barangays for best WASH practices and achievements. Respondents rated the initiative as a ‘wonderful activity’ for broader promotion of the WASH and sharing experiences, problems and solutions,
 - A respondent highlighted that an LGU mayor awarded scholarships to adolescents/out-of-school kids who performed in street theatres (unplanned);
 - Lastly, the use of the public toilets has increased due to the WASH Programme.

Impact on Health

59. Regarding the status of public health, the discussions with communities point out that the Programme has impacted general health, decreased reported cases of diarrhoea and other water-borne diseases in children, and reduced malnutrition. However, detailed data is not available to quantify these achievements.

Behaviour Change

60. FGDs with different groups underscore a significant improvement in knowledge, attitude and practices amongst communities and particularly children around WASH practices. Other than the children learning from the WASH Programme, other members of the family learned from their children as well, based on their continuous practice of proper handwashing and tooth brushing at home. Some parents expressed that their children remind them to wash their hands before they eat.

Sometimes, they (children) are the one who would remind us, “Mama, you should wash your hands” before we start eating. – Mother, FGD respondent
61. Data analysis indicates that a major enhancement of capacities and capabilities was seen in LGUs, and other partners involved in implementing WASH service delivery, and thus FGD respondents stated a high appreciation of the value of segregation of waste, especially biodegradable waste. Hygiene and better sanitation are promoted at the school level, and this is reportedly now part of their everyday activity, scheduled or otherwise.

Unintended Impacts

62. A strategic partnership with the Philippine Legislators’ Committee on Population and Development Foundation garnered support for the F1KD, which includes integrated WASH-Nutrition linkages. This led to stronger lobbying to extend maternity leave beyond the existing 60 days, and continued protection of the Milk Code in the Philippines.
63. The reported *impact* of PhATSS is a decreased risk of violence on women and girls, as they no longer need to travel long distances alone to collect water. This is also voiced as a contributor to improved self-dignity.
64. A small number of KII respondents requested reference materials from field teams to enhance their WASH knowledge.

EQ5.2: To what extent did achievement (or non-achievement) of impact trigger changes in WASH governance, administrative systems and processes across public agencies and people involved in planning and services delivery?

This section outlines how the UNICEF WASH programme has changed WASH governance, administrative systems and processes across public agencies and people involved in planning and services delivery. The findings are based on desk review and primary data analysis.

65. The desk review (multiple reports and overall national level facts and figures) showed that there were positive trends towards improving WASH conditions in the country. This has triggered an increased focus on delivering better services. Progress was also made in supporting improved WASH governance in Masbate (Region V) and Central Mindanao (Region XII and ARMM), with

WASH plans developed and integrated into the annual investment plans of seven municipalities. An estimated **504,209 children** have been provided with school hygiene kits and messages on good hygiene practices since late 2013. DILG also reinforced its commitments to WASH in 2017 by adopting the iWASH approach modelled under the SDG-Fund Joint Programme on Promoting Water and Sanitation Access, incorporating it into the guidelines for its Salintubig (Provision of Potable Water) and assistance to disadvantaged municipalities programmes.

66. UNICEF's direct partnership with local authorities in eight provinces and regions will have long term impact on improved governance in WASH, Nutrition, Health, ECCD and adolescent well-being. The GoPH seems cognizant of the need to improve WASH and is aware of the impact this can have for the country as a whole. Therefore, a series of steps have been taken to improve the overall WASH conditions e.g., PWSSMP by NEDA. However, repeated attempts at decentralization, especially with the Mandanas-Garcia ruling, render systemic, effective changes to WASH governance, administrative systems and processes rather redundant. UNICEF and the public agencies need to adapt their approach rapidly in a changing administrative setup.
67. Discussions with stakeholders suggest that the capacity building of government counterparts resulted in increasing access to WASH facilities at the household level, and in enhancing the planning and response capacities in order to mitigate more disasters.
68. Desk review suggests that each local government is required to allocate at least five per cent of its regular resources for DRR.⁹¹ Data analysis indicates that there are government resources for DRR, but the weak link lies in the technical capacity of LGUs to plan and implement the DRR programme in a participatory manner. There is also inequity in local resources as poor LGUs have fewer funds to work with even though their exposure to hazards may be high. The government is partially addressing these through the establishment of national disaster risk reduction management (DRRM) training institutes⁹² for the purpose of building competencies on disaster risk management and issuing policy directives on utilization of DRRM funds. Progress in this direction needs a more detailed review and certainly warrants inclusion in CPC-9.
69. Desk review informs that **coverage of community-based nutrition services doubled to 62 per cent from 2016 and coverage of vaccination services reached 77 per cent from 52 per cent in 2018**. These achievements were attributed to the introduction of innovative approaches to monitoring results for equity combined with stronger visualization of data and leading to increased accountability and commitment from local decision makers. In 2019, in priority geographical areas, UNICEF supported and strengthened the integrated planning and budgeting of regional, provincial as well as municipal authorities. Also, it has commenced to build technical capacity for government partners to expand priority programmes and services in 2020.
70. Primary data analysis highlight that localization of national-level PPPs has always been a challenge given that each LGUs have their own priority. Modelling efforts in certain LGUs have highlighted the weaknesses of the programme, particularly:
 - Programme implementation is dependent on the priorities of the mayor, available budget and personnel even if there is already a local policy and plan;
 - The role of the Sanitary Inspector is critical at the local level—to ensure that local WASH targets are implemented and sustained; however, the number of Sanitary Inspector are less than required;
 - Since there is no centralized policy, agency and programme related to water resources, it appears that there are local water-related programmes that are either in disarray or not sustained;
 - Across model LGUs, it is unclear if there was an impact study or evidence if (for example) incidence of diarrhoea has decreased or access to safe water has increased. There may be a need to look at project baselines and conduct a localized impact study. Discussions with LGU level public service providers point out that there was no focal person that would focus on Region 5 covering Masbate and Camarines Norte. As a result, some targets in the region were missed. For example, in Camarines Norte, the province claimed it was not involved in UNICEF projects (only municipality level relevant stakeholders were involved). It would have been good to target some municipalities. The rationale behind this could be that the programme approach under CPC-7 and CPC-8 varied. CPC-7 was designed to work directly with municipalities only, while CPC-8 (based on the learning from CPC-8) was purposefully designed to work at provincial level with municipal models to gain traction for others to follow.

⁹¹ National Disaster Risk Reduction and Management Council Department on Budget and Management and Department of the Interior and Local Government. 2013. 'Joint Memorandum Circular 2013-1'.

⁹² 'National Disaster Risk Reduction and Management Plan (NDRRMP)'. 2011-2028.

Programme Champions

71. Clearly UNICEF, WHO, the donors and international NGOs are external “champions” trying to influence or push for change in WASH policy, plans, programmes and people’s behaviours. However, within the internal the government system, the real champions are the:

- DOH Environmental Health officials (national/regional): From the top, they see the bigger picture on how lack of safe water and sanitation impacts health, be it in normal times or disaster situations. They lead in policy development, planning and monitoring, and gathering stakeholders to discuss WASH priorities and needs;
- Public health practitioners (regional/local): They raise the flag if there are increased (or decreased) numbers of sick people and deaths due to cholera, dysentery, hookworms and other diseases that are caused by contaminated water or poor sanitation. They are key advocates of proper sanitation and hygiene. Some are also scientists who can conduct studies to show the impact of WASH programmes;
- LGU Sanitary Inspectors are the worker ants who directly, at the LGU-level, implement standards and monitor sanitation practices;
- LGU planners: They bring together plans on the availability and access to water resources, sanitation plans and the health agenda of the local government. They can influence the mayor or governor in terms of WASH needs and priority interventions—to be reflected in the annual investment plan, three-year priorities of a local chief executive and other local plans;
- Mayors: Because of local autonomy and their role as local chief executives, they are the top decision-makers who influence the local legislative council and executive team on LGU priorities and direction. They also decide which national policies get implemented with a sufficient budget, and;
- Other champions include WinS teachers, ECCD caregivers, NGOs, human rights workers, volunteers and media personnel.

4.6. Sustainability

EQ6 – To what extent did the UNICEF WASH Programme cultivate ownership of relevant public sector entities (at national and sub-national levels) to sustain/scale-up interventions and results. What measures are needed to further strengthen sustainability and scale-up?

The sustainability criterion has one key question with two sub questions.

EQ6.1: To what extent interventions and results may be sustainable (or are likely to be sustainable) after UNICEF withdrawal? What factors either enabled or hindered sustainability?

This section puts together the findings (and to a degree analysis) of interventions and results that may be sustainable or otherwise. The findings are drawn from both primary and secondary data and are presented in a matrix form. This may be read in conjunction with Tables 4.4 and 4.5 (Effectiveness section). It should be noted that the programme operated without a documented exit/sustainability plan and in the absence of a plan, the evaluation team has used the Programme’s components (interventions) and results that are likely or unlikely to be sustainable and their contributory factors. For a more detailed matrix, refer to Appendix 26.

Table 4.10: Sustainability Prospects for WASH Programme Interventions/Results

Programme Components	Results Achieved ⁹³	Evaluator’s Rating and Assessment
PhATSS	<ul style="list-style-type: none"> • One noticeable achievement is North Cotabato, where UNICEF ceased PhATSS activities in 2018. Since then, the LGUs have sustained WASH efforts and continue to strive for the G2 status in the PhATSS process. • The province of Iloilo, which has had limited UNICEF involvement, has achieved a high position in ZOD. UNICEF only engaged in this province in the aftermath of Hurricane Haiyan. Development actors and the local government continued efforts and scaled up ZOD. • Three LGUs in Leyte entered into a tripartite agreement (PhilHealth-LGU-DepEd) to demonstrate how the capitation funds could be leveraged for sustainable financing for WASH in schools. • The linkages between WASH were strengthened through briefings conducted in Congress and the Senate. 	<p>Most Likely to be Sustainable: The PhATSS approach is well ingrained and is likely to be sustainable. The intervention is owned by the government and capacity has been built within and outside the government counterparts. ZOD as part of PhATSS approach being a national policy will be sustained as the capacity of DOH has been built over the years to classify G1, G2 and G3 in terms of sustainable sanitation. UNICEF has spearheaded the PhATSS policy and DOH will continue as it addresses not only open defecation but safe sanitation and water services as well. Moreover, WHO has supported PhATSS approach in terms of water safety planning for a municipality to be G3.</p> <p>WASH in ECCD is clearly linked to PhATSS criteria in achieving G2 / Basic Sanitation certification for an LGU. These same can be said for WASH in schools as PhATSS require adherence to selected WINS indicators for PhATSS/G2 and meeting national standards for PhATSS/G3.</p>
WASH in ECCDs	<ul style="list-style-type: none"> • The national ECCD Council approved the ‘WASH and Learn Guidebook’ for integration into the Daily ECCD class programme, and it was formally presented at the 2017 National ECCD Congress. • In 2015, UNICEF continued to work with LGUs at the community and municipal levels to identify ways to sustainably support WASH practices in learning centres. • Advocacy, capacity building and targeted material assistance were provided to demonstrate implementation of the Essential Health Care Programme (EHCP). As a result, children in 1,361 day-care centres, 647 Tahderriyah (Muslim day-care centres) and 95 schools now practice daily group hand washing and tooth brushing. • Twenty-three provincial and city LGUs are also now providing financial support for ongoing implementation of WASH in day-care centres. 	<p>Partially Sustainable: Though it has government ownership, WASH in ECCDs will only be sustained if the government invests in maintaining the toilets and the water facilities.</p>
WASH in schools	<ul style="list-style-type: none"> • In 2015, UNICEF Philippines promoted menstrual hygiene management in schools as affirmative action for girls’ empowerment. MHM was integrated into the comprehensive life-skills training for youth and adolescents. 	<p>Partially Sustainable: Though it has Government ownership and an enabling environment, WinS will only be sustained if the government invests not only in the actual development costs but the recurrent costs to maintain the toilets and the water facilities. Additionally, the sustainability of hygiene kits for WinS was</p>

⁹³ Sources include RAM reports, Country Office Annual Reports, End Year review presentations, etc.

Table 4.10: Sustainability Prospects for WASH Programme Interventions/Results

Programme Components	Results Achieved ⁹³	Evaluator's Rating and Assessment
	<ul style="list-style-type: none"> UNICEF advocated and contributed toward the sustainability of interventions under the umbrella of CPC8 for instance for the 2022 specific budget (\$7.1 million) has been lined up for repair construction and repair of WASH facilities in schools. 	questioned by respondents. Most people claimed that the hygiene kits were outdated and inadequate.
WASH in health Facilities and Nutrition	<ul style="list-style-type: none"> F1KD law was passed in 2018. UNICEF has supported drafting ToCs and piloting the WASH-F1KD model in multiple LGUs. 	<p>Most likely to be Sustainable: WASH in health facilities will likely continue as it is being owned by DOH. In addition, according to WHO standards a health care facility must include WASH facilities.</p> <p>UNICEF has successfully piloted the WASH FIT programme and the digital monitoring platform at the height of the COVID response. It has already been adopted for use in hospitals through DOH GREEN AND SAFE HEALTH FACILITIES MANUAL. The Philippines experience have also contributed to the revision of the global WASH FIT.⁹⁴Work is underway for WASHFIT to be adopted and used for primary care health facilities.</p>

⁹⁴ -- https://washinhc.org/wp-content/uploads/2022/04/WHO_UNICEF_WASHFITSecondEdition_forWeb22April2022.pdf

72. Some stakeholders at national and sub-national levels were of the view that government-supported programme components and those that took the form of a policy/guidelines are expected to continue beyond the support of UNICEF. These included PhATSS/ZOD, WinS and WASH in ECCD. UNICEF and DOH have achieved an irreversible state in securing policy and legal frameworks through diligent and structured efforts. Prominent in this regard are the following observations:
- UNICEF has advocated to include WASH in annual plans. As a result, DILG and DSWD plans show the inclusion of WASH as a separate head in budget lines, and;
 - Interventions where existing resources such as Sanitary Inspectors and health workers are likely to be sustainable.
73. The majority of respondents highlighted government ownership, political will and adequate resourcing as enabling factors that can help continue a programme beyond UNICEF's support. Furthermore, some respondents highlighted that the Programme might continue without UNICEF support; however, the momentum will slow down without constant advocacy. The enabling factors for the sustainability of the Programme also included:
- Institutionalization of good practices promoted by CP7, the adoption of new policies and guidelines for the rights of children across the Philippines and;
 - Successful leveraging of GoPH resources, direct working relationship with LGUs, rigorous capacity building along with continued efforts towards the attainment of international commitments.
74. Desk review and primary data analysis points out that challenges to sustainability are likely from the observed fragmentation across sectors, lack of inter-sectoral convergence in programming, frequent leadership and staff turnover, and channelling of funds and HR towards emergency response and preparedness. The persisting challenges to universal access to clean water and sanitation are in part due to the highly fragmented water and sanitation sector in the country—characterized by poorly coordinated implementation of programmes and projects, insufficient investment in sanitation, and unsystematic generation that hinders effective planning and monitoring.⁹⁵

EQ6.2: To what extent are GoPH partners willing/capable of up-scale of WASH pilot initiatives (design, advocacy and evidence generation). What additional measures should UNICEF take to enable replication and scale-up of tested models?

This section discusses examples of upscaling of WASH initiatives by GoPH with UNICEF support and other partners, as well as how willing are GOPH partners to upscale WASH initiatives in future, and what additional capacities are required in this regard.

75. Desk review informs that through the SDGs' Fund Promoting Water and Sanitation Access, Integrity, Empowerment, Rights and Resiliency (PRO-WATER) programme, UNICEF and DOH worked closely with the DILG, UNDP and WHO to develop an integrated WASH model. This was piloted in ten municipalities in 2016. Baseline assessments were conducted, and UNICEF coordinated a review of the various sanitation programme approaches being implemented by different sector partners, in order to ensure that the programmes are based on best practices and the most recent lessons learned.
76. UNICEF and DepEd supported the pilot rollout of the Enhanced-School Improvement Planning (E-SIP) manual in Eastern and Western Visayas, both in Haiyan and non-Haiyan affected areas. As a result, 300 education supervisors, school heads, and teachers were trained on E-SIP. E-SIP is a comprehensive approach to school development planning that is risk-informed and in full consideration of inter-sectorial needs such as DRRM, child protection, sanitation and hygiene practices in schools. The lessons learned contributed to the issuance of DepE Order No. 44, or the revised SIP guideline.
77. In 2017 DepEd, UNICEF and International Water Centre implemented an expanded pilot of the 'Hi-five for Hygiene and Sanitation' behaviour change package in two school divisions. In partnership with Community Health Solutions and Innovations, the 'Goodbye Dumi, Hello Healthy'⁹⁶ social and behaviour change strategy and tools, designed to reinforce ZOD messaging, were demonstrated in five regions. As a result of these combined efforts, with support from UNICEF and partners in 2017, 179 communities with a population of 203,000 were certified as ZOD areas (Grade 1 under PhATSS). UNICEF has made significant progress in supporting advocacy for the nationwide ZOD programme and in implementing the PhATSS in UNICEF-supported pilot areas. Six municipalities

⁹⁵ UNICEF Philippines Country Office. 2018. *Annual Report 2018*.

⁹⁶ "Goodbye, Dumi! Hello, Healthy!", the campaign supports the Zero Open Defecation Program of DOH. Using different communication strategies and tools, DOH trains frontline health workers in bringing messages on safe water, sustainable sanitation and proper hygiene to children and adults in communities.

(from the Provinces of Northern Samar, Masbate, North Cotabato and Maguindanao) achieved ZOD status in all their communities in 2019.

78. The continuity of advocacy especially for front-line actors/agents was emphasised by all respondents met in the evaluation. Three of the most-voiced views were:
- Legislative advocacy on the creation of the Department of Water resources which can be linked to the need to harmonize national PPPs, to professionalize the role of Sanitary Inspectors, promote the role of Sanitary (and Environment) Engineers, and;
 - Localized advocacy to ensure that WASH remains a priority in model areas is weak at best, or becomes a priority in other LGUs nationwide, especially in municipalities with limited resources. If it remains a priority, policy, plans and resources would follow, and;
 - Most municipal and LGU level respondents stated that localized impact studies are needed to generate evidence of success. UNICEF staff agreed and emphasised the involvement of the experts from academia to carry out such studies.
79. Sustainability during emergency situations and during times such as those faced during the COVID-19 pandemic, needs a deeper review. At the moment it is questionable as UNICEF has yet to consider emergency as a norm. This is particularly questionable since the Philippines is in the middle of the typhoon belt. Normal times are actually the abnormal in the Philippines. For regions facing conflict, experts indicated developing a conflict-sensitive WASH programme. Furthermore, expert opinion to sustain WASH gains during a pandemic emphasised the need for the national government to make it mandatory for all LGUs to mainstream WASH advocacy and programming in their annual work and financial plan. Members of municipalities indicated that the protection of children must not be limited to emotional, psychological, social and physical aspects but should extend to protection from diseases, malnutrition and other related issues regarding WASH. Senior and progressive municipality representatives stated that sustainability is greatly influenced through communication tools that are culturally and gender -sensitive. Furthermore, they were of the opinion that raising awareness on the importance of WASH must be done in various platforms such as through videos, comic strips, songs, poems and popular art theatre.

4.7. HRBA, Gender Equality and Equity

EQ7 – To what extent has UNICEF WASH programme design, implementation and monitoring integrated and produced results across UNICEF programming priorities i.e., human rights-based programming (child rights, UNSWAP), gender equality and equity?

To demonstrate a concerted focus on evaluating integration (in terms of the Programme's design and implementation) of cross cutting priorities (for UNICEF), a separate criterion has been added that includes assessment of HRBA, gender equality and equity. There was one main question under the HRBA, Gender Equality and Equity criterion, under which there were three sub-questions. These three sub-questions have been dealt with separately below.

EQ7.1: To what extent did the UNICEF WASH Programme manage to assess/identify, integrate (in terms of results, strategies and resources), and produce gender equality results (in particular empowered women and girls engagement in WASH activities)?

This description presents key findings around the integration of gender equality at design and implementation levels. A light touch analysis of integration of UN-SWAP on GEEW⁹⁷ has been incorporated.

Integration of Gender Equality in WASH Programme Design and Implementation

This sub-section presents how gender-based assessments informed programme design and implementation. In addition, the section includes viewpoints on how the Programme has benefited both genders and to what extent the causes of inequality between boys and girls have been addressed.

Integration at Design Stage

80. A significant majority of respondents agreed that gender is considered in the design and at all levels of programming. Gender disaggregated indicators are present in outputs and outcomes. A gender assessment was not specifically carried out for CPC 8; however, results from CPC-7 were carried forward.
81. Discussions with development partners suggest that the Programme has a special focus on the needs of women and children, particularly in Muslim majority areas.

⁹⁷ UN Women. UN-SWAP: A plan to improve gender equality and the empowerment of women across the UN system. <https://www.unsystem.org/content/un-system-wide-action-plan-gender-equality-and-empowerment-women-swap>.

Discussions with UNICEF stakeholders indicate that budgetary allocation for gender was already embedded within overall activities and programmes. The gender roles and needs were considered in the design of WASH facilities. In terms of indicators, from a gender budget lens, a specific amount is allocated for the output. For instance, UNICEF's support on budget advocacy work at local level includes identifying budget sources for sanitation from the local government and one such source is the Gender and Development (GAD) budget (Republic Act 9710) of the LGUs which provides budget allocation for specific programs benefitting women and girls. The GAD law directs all government departments and agencies to allocate a minimum of five percent (5 per cent) of their total annual budgets for gender programmes, projects and activities. Within UNICEF workplan budget, specific allocation is earmarked for menstrual hygiene and management programming for young adolescents, while budget for PhATSS programming and technical assistance supports gender segregated toilets in public institutions and ensuring vulnerable women and girls are supported for household sanitation needs. For specific gender activities, a certain percentage was allocated on addressing the differentiated needs of women and girls, and boys and men. For instance, in building toilets for women-specific gender needs (faucet, water bucket, garbage dispenser, bigger space for washrooms to accommodate all the needs, etc), extra resources are allocated to address the needs. In schools, gender budgetary allocations are made for boys' and girls' washrooms.

Integration at Implementation Stage

82. Desk review and primary data analysis highlight that gender equality was considered in the implementation of programme interventions, especially in emergencies. For instance, in schools and health, gender-segregated toilets have been built to avoid child protection issues, such as abuse of girls or children. In past years, there was a combined comfort room (CR) for both boys and girls in schools, however, recently it had been mandated through gender development awareness (GDA) by LGU, DSWD, and other partners that there should be separate CRs for girls and boys. Moreover, menstrual hygiene management is incorporated in WinS.
83. Some respondents highlighted that the LGBTQ angle was still missing in WASH programming. Primary data analysis further indicates that there is still room for improvement in linking gender-based violence, sexual exploitation and harassment with WASH as there are cases of sexual abuse of children and women while fetching water or practising open defecation; thus UNICEF should clearly articulate the link between gender equality and gender-based violence.
84. Discussions with UNICEF indicate that the Programme seldom goes beyond getting sex and age disaggregated data in interagency partnership documentation. Respondents recommended having better evidence generation of gender-specific vulnerabilities related to WASH.
85. FGD data analysis indicates that there has been a huge change in accessing services by boys and girls. Respondents were of the view that now with awareness-raising due to the WASH Programme; the communities are ensuring the presence and use of segregated CRs for males and females. However, some respondents inform that not all ECCDs and schools have segregated CRs. However, for grade 4 and above—separate CRs for boys and girls were deemed necessary.
86. The evaluation team has reviewed the Programme's results framework to assess if the design incorporated gender equality principles as per the UN-SWAP 2.0. There are 17 indicators broadly divided under results-based management; oversight; accountability; human and financial resources; capacity; and knowledge, communication and coherence. Of the six indicators that the evaluation team was able to assess, the Programme was found to be compliant on five indicators and partially compliant on one indicator. Refer to Appendix 27 which includes gender equality indicators and the evaluation team's assessment of the Programme's compliance and non-compliance with those indicators.

EQ7.2: To what extent did the UNICEF WASH Programme manage to assess/identify, integrate (in terms of results, strategies and resources) and produce equitable results

This description presents key findings around the integration of equity at design and implementation levels.

Integration of Equity in WASH Programme Design and Implementation

87. Desk review informs that under CPC-7, UNICEF focused on a subset of vulnerable geographic regions identified by the GoPH in the PDP as suffering from the highest levels of inequity. In 2012, baseline surveys for three vulnerability clusters were conducted: conflict, disaster and urban. The main purpose of these surveys was to gather information at the sub national level and accordingly

develop equity profiles for disadvantaged areas to be used for evidence-based policy decisions at the national level.⁹⁸

88. Discussions with UNICEF highlight that during CPC-7 implementation when Typhoon Haiyan occurred; the poorest provinces that did not have access to toilets were targeted through an equity approach. Moreover, while implementing PhATSS the indigenous population as well as people with disabilities, were targeted in the programme interventions; consultations were carried out with people with disabilities, and the indigenous population along with relevant government departments.
89. A review of programme documents and consultations with UNICEF inform that under CPC-8, urban-rural inequities were assessed in the remote rural areas, selected poor and hazard-prone urban centres and in humanitarian situations and those living in those areas including displaced, children with disabilities, and children from indigenous communities were prioritized and targeted accordingly. A special emphasis was laid on the poorest provinces, where child outcomes were worse, particularly in BARMM.
90. An Asian Development Bank (ADB) report states that Indigenous People children suffered from a lack of space, chairs and books in school. The children were also bullied/discriminated against by their classmates and teachers, mainly due to their physical appearance and smell. IPP parents reasoned that poverty and the long distance they had to travel to school were the main reasons for their unhygienic conditions. In addition, children had to deal with a lack of nutrition.⁹⁹ All evidence collected points to the fact that UNICEF did not exclude the IPPs, people in coastal areas, people with disabilities, youth and adolescents in all aspects of Programming. However, respondents of FGDs indicated that UNICEF Programme areas did not always cover larger IPP populations.
91. Furthermore, consultations with UNICEF point out that the equity has been embedded in the Programme as a blanket approach and was focused on areas where the more disadvantaged children live. Therefore, the Programme was implemented in BARMM and rural areas of the country through the implementation of ZOD. Desk review and primary data analysis indicate that UNICEF interventions in Muslim Mindanao remained unbiased and unobstructed. Particularly noted is the fact that indigenous populations were involved in WASH interventions, albeit mainly seen in Muslims and the Subanen. In addition, the specific needs of Muslims in the area were considered through increasing water quantity from 15 litres per person per day to 20 litres per day.
92. Discussions with UNICEF point out that in the final work plan there are no specific targets or outcome outputs on equity; therefore, it is difficult to assess the Programme's achievements through an equity lens. Yearly reporting includes the Specific Monitoring Questions (SMQs) (global indicators or questions). When asked SMQs related to gender and equity, respondents faced challenges as the work plan does not specify equity and gender outcomes and outputs and lacks gender equity analysis.
93. Discussions with UNICEF highlight that the monitoring results for equity are not pitched at the outcome level, as it is very hard to get data. The monitoring results for the equity measure, for instance measure coverage of services in targeted geographic areas as well the enrolment of poorest families in the social protection scheme, etc. This data measures the change in how some of the barriers and bottlenecks around equity are being overcome.

Excerpts Around Equity from Qualitative Data

“As the activities with different agencies (implementing partners) involved these vulnerable groups particularly indigenous population, they began to show up and participate in the activities.” FGDs with communities

“When it comes to the zero open defecation and all those things, I think our work is more in the marginalized communities and hard-to-reach communities by default, which looks at that distance and poverty and all those and contexts and so on.” UNICEF

EQ7.3: To what extent did the UNICEF WASH Programme integrate and produce results as per the HRBA principles i.e., participation, accountability, neutrality, empowerment and legality?

This section brings together findings and analysis around the Programme's compliance with the HRBA¹⁰⁰ principles i.e., Participation, Accountability, Non-Discrimination and Equality, Empowerment and Legality (often referred to as PANEL). The findings are corroborated by both secondary and primary data.¹⁰¹

⁹⁸ There was an internal assessment of the equity focus of the programme which highlighted the need to prioritize gender, as well as programming for and with indigenous populations and children living with disabilities. The quality assurance review of the Government of the Philippines-UNICEF work plans and Project Cooperation Agreement plans for 2016 provided a further opportunity to support the integration of the agreed priorities.

⁹⁹ ADB. *Results-Based Monitoring & Evaluation System, For the Pilot Implementation of the Conditional Cash Transfer Program for Indigenous Peoples (CCT-IP) in the Philippines, IP Unit, Department of Social Welfare and Development.*

¹⁰⁰ ENNHRI. 'Human Rights Based Approach'. <http://ennhri.org/about-nhris/human-rights-based-approach/>.

¹⁰¹ Included review of programme documents (such as business case notes, results framework, mid-term-review report, etc) and evaluation ToR.

Integration of HRBA in UNICEF WASH Programme Design and Implementation

Following is the evaluation team’s assessment of UNICEF WASH Programme’s compliance with key HRBA principles.

Table 4.11: WASH Programme Compliance with HRBA principles

HRBA Principles	Findings and Evaluator’s Assessment
Participation ¹⁰²	The Programme’s design and implementation remained inclusive. The Programme was designed following a consultative process.
Accountability ¹⁰³	FGDs analysis indicate that regarding communities, a formal complaint mechanism is not in place. However, open communication and discussion is encouraged by UNICEF via dropbox or direct reporting during visits. Reporting of violence against women and children is a formal mechanism. At barangay level, reporting on issues regarding PhATSS and WASH is a mechanism in LGU level.
Non-discrimination and Equality ¹⁰⁴	The interventions remained largely non-discriminatory (did not discriminate based on identity factors). Furthermore, documentary evidence supports the finding that programming complies with SDGs, geographical and socioeconomic targeting and inclusion. For example, in the case of PhATSS policy the principles of HRBA have been ingrained by targeting geographically isolated areas, identification of IPPs, and involving vulnerable populations in exercising their basic rights to WASH services. UNICEF maintained its office in the Bangsamoro Autonomous Region in Muslim Mindanao in view of the multiple vulnerabilities affecting children there, including severe lags in development, conflict, natural disasters and widespread child poverty.
Empowerment ¹⁰⁵	The Programme enabled improved knowledge and awareness among community members around and has empowered them to make better choices.
Legality ¹⁰⁶	The Programme draws legal basis from the children’s rights enshrined in CRC 1989 ¹⁰⁷ (that GoPH is signatory) and other legal instruments safeguarding child development and access to services. Moreover, the legality is evident from Programme’s compliance with GoPH sectoral policies and plans including PDPs, etc. For more details see Appendices 3 and 22)

4.8. WASH Programme Rating against OECD DAC Criteria

Based on the desk review and primary data analysis described in this chapter, the overall evaluation rating against each aspect is presented in Table 4.12. For the purposes of an objective assessment, the evaluation team has used the following rating grid to assess various aspects and OED DAC criteria against outcomes and results in terms of quality and delivery.

Table 4.12: Evaluation Team’s Rating of UNICEF WASH Programme (2012-2020)

Aspect	Evaluation rating (CPC-7)		Evaluation rating (CPC-8)		
Relevance	Highly Satisfactory, Fully Achieved		Highly Satisfactory, Fully Achieved		
Coherence	Internal: Least Satisfactory, Partially Achieved External: Highly Satisfactory, mostly achieved		Internal (UNICEF and DOH): Partially Achieved External: Highly Satisfactory, Mostly Achieved		
Effectiveness	Satisfactory, mostly Achieved		Satisfactory, Mostly Achieved		
WASH service delivery	Highly Satisfactory, Mostly Achieved		Satisfactory, Mostly Achieved as a clubbed activity		
WASH design and ToC	Satisfactory, Mostly Achieved		Partially Achieved		
Sensitisation and Awareness	Highly Satisfactory, Mostly Achieved		Highly Satisfactory, Mostly Achieved		
Allocation of resources	Least Satisfactory, Partially Achieved		Partially Achieved		
Awareness and capacity building	Highly Satisfactory, Mostly Achieved		Highly Satisfactory, Mostly Achieved		
Monitoring	Least Satisfactory, Slightly Achieved		Satisfactory, significant improvement compared to CPC-7		
Impact	Satisfactory for most elements; Highly Satisfactory in 3-4 LGUs, Mostly Achieved		Satisfactory for most elements; Highly Satisfactory in 3-4 LGUs, Mostly Achieved		
Sustainability	Satisfactory, Partially Achieved; Advocacy and internalised funding remain		Satisfactory, Partially Achieved; Advocacy and internalised funding remain		
Highly Satisfactory, Fully Achieved	Satisfactory, Mostly Achieved	Partially Achieved	Least Satisfactory, Slightly achieved	Not Achieved	
81% - 100%	61% -80%	41%-60%	21%-40%	0-20%	

¹⁰² **Participation:** Everyone is entitled to active participation in decision-making processes which affect the enjoyment of their rights.

¹⁰³ **Accountability:** Duty-bearers are held accountable for failing to fulfil their obligations towards rights-holders. There should be effective remedies in place when human rights breaches occur.

¹⁰⁴ **Non-discrimination and Equality:** All individuals are entitled to their rights without discrimination of any kind. All types of discrimination should be prohibited, prevented, and eliminated.

¹⁰⁵ **Empowerment:** Everyone is entitled to claim and exercise their rights. Individuals and communities need to understand their rights and participate in the development of policies which affect their lives.

¹⁰⁶ **Legality:** Approaches should be in line with the legal rights set out in domestic and international laws.

¹⁰⁷ <https://www.ohchr.org/en/resources/educators/human-rights-education-training/7-convention-rights-child-1989>.

CHAPTER 5

CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

CHAPTER 5: CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

This chapter comprises three sections i.e., conclusions, lessons learned and recommendations. The first section lists evaluation conclusions drawn primarily from the findings and analysis. The second section outlines the key lessons learned (including good practices) framed as such to demonstrate replicability across sectors and similar contexts. The last section lists evaluation recommendations.

5.1. Conclusions

Conclusions against Evaluation Objective 1

Conclusions present appropriate assessments based on findings and substantiated by evidence and provide insights about the object and purpose of the evaluation. The concluding analysis is structured according to each OECD evaluation criterion.

Relevance: The portfolio of WASH interventions is relevant in terms of addressing unmet needs (in communities and institutions alike) around WASH. Though the situation has improved in the last decade, WASH needs of sizable communities and institutions, particularly for IPPs, remain unmet. As a result, interventions remain relevant in terms of addressing services/coverage gaps in the foreseeable future. The interventions offer a balanced focus on service delivery (supply-side) and community behaviours (to generate demand), hence appearing appropriate to the context. There is evident alignment between UNICEF CPC-8 WASH objectives and strategies with those of PDP 2017-2022 and GoPH's AmBisyon Natin 2040.

Coherence: The evaluation concludes consistency between programme objectives, strategies and interventions and those of GoPH. The evidence points to UNICEF WASH Programme objectives either influenced or driven from various national plans and policies, and therefore the WASH portfolio remains coherent with national agenda and plans. Notably, with its PWSSMP, NEDA has become an oversight body to ensure priorities and projects are aligned with national priorities and that there is no duplication of efforts. UNICEF and DOH have introduced multiple mechanisms to help achieve internal coherence at design and implementation levels, and the analysis suggests varying degrees of success of such measures. Internally, coherence is weak, resulting from limited clarity and guidance around integration design and processes that track service delivery across the entire integrated supply chain. The RAM e-tools and dashboard are to be used by all concerned to enable such tracking. External coherence, in relative terms, is better for the UNICEF WASH interventions being aligned with GoPH international commitments and standards, and active participation in inter-sectoral coordination.

Effectiveness: Effectiveness has to be seen in the larger context in which UNICEF has worked in. The last decade has proven both challenging and complex for a host of reasons such as governance and administrative reforms; repetitive disasters; and a gradual shift within UNICEF towards integrated programming. Within this larger frame, WASH interventions remained largely effective (measurement varies across different components of WASH portfolio) in achievement of desired outcomes and creating an enabling environment. One of the major successes has been in terms of advocating and creating public sector buy-in for integrated WASH services. There are evident misses around seeking structured and documented feedback on quality of interventions. Only verbal feedback and some meeting minutes testify to the high quality of capacity enhancements. There are also training evaluations done by implementing partners amidst reporting gaps (to UNICEF), nor is such data visible in the results matrix of the programme document. Progress against output 1.4 is visible in the policy and legal enabling environment. Capacity enhancements can be improved through further strengthening of skills and tools at the municipal and LGU levels. On the other hand, achievement on monitoring is weak.

With respect to ZOD, the Country Office Annual Report claims 95 per cent ZOD achievement in 2020. In 2020, budget for sanitation was met but intended technical inputs and modality was revised. Moreover, two provinces (ZDN,NS) had WASH Council; whereas, one province (NS) had an annual WASH workplan in 2020.

Design-wise the ToC for both CPC-7 and CPC-8 lack consistency with existing UNICEF/ OCED guidelines on the ToC. There are evident gaps around defining OVIs for outcomes. WASH is not visible at the outcome level, and the integration reflection is incomplete. Consequently, the evaluation team argues that the existing results framework is incomplete and inconsistent, hence ineffective with evident difficulty to measure effectiveness.

Efficiency: An accurate assessment of the levels of efficiency for the timing of inputs, processes and budget utilisation (including VfM analysis) is not possible given the data limitations. The expenditure

data from the VISION System was used to extract and check spending on standalone and co-joint WASH-specific activities. Both CPC-7 and CPC-8 faced time delays for compulsive humanitarian engagement. Typhoon Haiyan (Yolanda) in 2013 and later COVID-19 in 2020 affected the implementation of regular WASH activities. During CPC-7, the additional funding under humanitarian response improved funding availability and in turn enabled relatively better delivery compared to CPC-8. The results from the F1KD pilot indicate positive outcomes around prioritizing interventions, gaps identification and appropriate budget allocations in Annual Investment Plans for four LGUs. Contracts with the GoPH departments and other implementing partners are inefficient to some extent as they had reporting, monitoring and ethical requirements; however, these were partially followed in some cases. It is pertinent to mention here that the template for humanitarian programme documents is focused only on the results matrix. An expanded articulation of the programme approach is omitted in order to allow for rapid review and approval to immediately meet emergency needs.

Impact: The evidence points to UNICEF WASH Programme/portfolio contributing to the achievement of desired impact, albeit at a slower rate than expected. Within the folds of enabling environment, high impact is visible in the areas of policy development across multiple components. UNICEF supported the formulation of national road map of water sanitation, i.e., PWSSMP. In terms of social and environmental gains, the impact is visible in terms of cleaner environments due to ZOD implementation; improved waste disposal across several municipalities; improved/safe toilets; handwashing facilities; and safe drinking water in schools and ECCD centres. The impact of PhATSS on women and girls is positive and results in a decreased risk of violence (improved perception of safety and protection) due to fetching water from long distances and a sense of self-dignity. Improved knowledge, attitude and practices within communities and schools are visible. There is considerable evidence that WASH saves lives; however, the message has not been widely broadcasted.

Sustainability: Interventions that are systemic in nature and mainstreamed into host systems are expected to continue even beyond UNICEF's support. PhATSS/ZOD, WinS, and WASH in ECCD supported by a policy/guideline are likely to continue. Government ownership is strong. Sustainability is most likely in all cases where Sanitary Inspectors and health workers are the main driving force. However, the only prominent threat to sustainability is the continued non-availability of operational funds at the grassroots level and in municipalities. A missed structured engagement with the LMP has affected higher impact and long-lasting sustainability. In addition, UNICEF should continue advocacy and capacity development of partner LGUs following the implementation of Executive Order (EO) 138,¹⁰⁸ to ensure the sustainability of WASH-related undertakings. Given that the prominent threat to sustainability is the continued non-availability of operational funds, the implementation of said EO (following the Supreme Court Ruling on the Mandanas-Garcia case which starts on 2022), will provide LGUs with additional IRA.

Non-DAC Criteria:

Equity: All action plans and activities cater to equity demands without bias. A particular focus on indigenous people, people with disabilities, youth and adolescents is visible in programming. UNICEF interventions in Muslim Mindanao remained unbiased and unobstructed. Indigenous populations were involved in WASH interventions, mainly seen in Muslims and the Subanen. However, significant data gaps exist as outputs/outcomes may have embedded equity outcomes but not as a specific output.

Gender Equality: Although gender-disaggregated indicators are structured in the design and plans, and positive results are visible, the evaluation team cannot compute achievements due to insufficient data. Inclusion of LGBTQ in programme activities needs to improve.

HRBA: UNICEF's WASH Programme, both CPC-7 and CPC-8, are structured into all plans and actions and adhere to established HRBA principles. However, despite strong recommendations from the Mid-Term Evaluation, HRBA-specific indicators that enable tracking lack monitoring.

Conclusions against Evaluation Objective 2

Integrated WASH programming: The evaluation concludes that intent to integrate WASH/programming is evident in CPC-7 and CPC-8. For CPC-8, the significant departure is in terms of missing WASH outcomes, which got blended into education, nutrition and health outcomes. Driven by the focus on deprived regions (as outlined in the PDP 2017-2022), the CPC-8 contributed to accelerating geographic convergence organisation-wide (within UNICEF). The evaluation team did not note any transformative change in how WASH and other sections continue to operate or interact (under CPC-8) to realise the objective of integrated WASH/programming. Where an integrated approach is

¹⁰⁸ Full Devolution of Certain Functions of the Executive Branch to Local Governments, Creation of a Committee on Devolution, and for other Purposes.

promoted and fostered within UNICEF, the WASH targets are only part of the targets and outcomes of the other sections and are hence deemed ineffective. Causalities are stated hereunder; in particular, the local level formations of key departments are unsure of actions to take to deliver integrated WASH services, nor have guidance on how to leverage internal and external synergies. Satisfactory integration piloted in the F1KD initiative (clearly documented in the EMM Collaboration matrix and the EMM Advocacy Strategy) did not cascade across CPC-8. For both, UNICEF's advocacy and technical assistance translated into the formulation of multiple strategic documents highlighting the intent for integrated WASH. Where the documents spell out the plan, these offer limited guidance around practical actions to translate intention into reality.

Where programming integrates objectives across the stated UNICEF sections, a systematic approach is missing that informs, trains, monitors, and enables primary stakeholders on efficient integration. Thus, budgetary control and usage for WASH-related activities remain hampered. WASH implementation did not benefit from an integrated approach, particularly securing funding for purely WASH-related follow-up and necessary advocacy. Finally, the above-stated lapses are compounded by a lack of integration-specific monitoring and internal tuning adjustments. Despite a structured system setup, reporting lines supporting integration remain unclear, and associated monitoring lagged. Host sections also felt the additional burden of work, slowing down the rate of upscaling. The evaluation team concludes that this is attributed to multiple factors:

- I. Limited clarity around unbundling of integrated WASH/Programming (in terms of results, processes, indicators and measurement) that may have had enabled sections to work together;
- II. Organisation-wide preference to operate in silos with limited appetite or incentive to work across sections;
- III. Inability to document and scale up the successful pilots implemented, demonstrating integrated WASH/Programming, and the lack of identifying best practices from the field, and;
- IV. Limited management oversight and guidance (including enabling role by PMER) to keep track of how integrated WASH/Programming is progressing and contributing to the CPC-8 outcomes.

Conclusions on Ways Forward

There is merit to retaining the intent to integrate WASH. However, to succeed, there is a need to put together structures and systems to enable integrated WASH planning and delivery. Adopting such an approach will require a well thought out roadmap laying out intent/results, processes, designs, method of measurement (of results), accountability and reflections to keep track of the evidential update of plans/roadmaps. UNICEF PCO management would have a critical role in expanding and steering the process. For GoPH, there is a need to translate the strategic intent documents into operational plans, whilst keeping in view the bureaucratic complexities to carve out ways and means to implement integrated WASH where participating public entities collectively own the process and outcomes. Particular attention is warranted on system strengthening at the barangay level and in advocating for qualified sanitation inspectors. Moreover, a stronger focus is required on the capacity development of key actors, particularly at the LGU level, to understand the process and then lead the implementation. This focus is important especially because both water and sanitation are devolved to the LGUs. Finally, UNICEF's WASH interventions save lives, yet UNICEF has not told (or perhaps sold) the story well enough. Many successes and impacts remain undocumented. The evaluation team recognises that the communications section has done a few stories on WASH in the past. However, such efforts are too few and far between to fully and justifiably promote the message that "WASH saves lives".

5.2. Lessons Learned

Programme design and implementation demonstrates multiple good practices and the key lessons learned are framed below to enable replicability, in the Philippines and in other countries within the East-Asia and Pacific Region:

1. The WASH interventions have contributed to creating an enabling environment across spectrum of public actors. A number of successful pilots were also implemented (evaluation identified two hidden stories). The Programme did not focus as much on generating evidence of success and using the published materials for public sector advocacy for scale-up. The inability to document and publicise stories for replication remains a gap or weakness that merits considered focus for future. The prioritisation of strategic documentation and use in advocacy for scale-up remains relevant to Philippines and all other contexts, where a considered focus has been on systems development with the aim to enable public sector to responsibly scale-up.
2. The intent to plan and implement integrated WASH is well placed, however, the limited success is driven out of lack of clarity around an implementation roadmap. The evaluation noted that limited guidance around the articulation of desired change (including in the ToC) and implementation

roadmap (including processes and systems including measurement of results) perhaps did not help with unwinding the integrated WASH within UNICEF and in the GoPH. This lesson remains applicable across all sector contexts where the efforts are driven to produce results around integration, advocacy, capacity building and others.

3. The interventions could have produced more sustainable results had a considered focus been placed on engagement with (available and institutionalised) grassroots associations and local organisations such as the LMP, a cohort of area coordinators and school associations, and others. The Programme may need to play a considered focus on engaging with and fostering ownership and capacities of such forums to enable continuity of interventions and results.
4. Based on previous experience doing sanitation programming with high IPP populations, ideally, monitoring and evaluating ZOD for remote indigenous communities would have to be self-regulated through the tribal structures rather than the barangay structure. UNICEF has a broad focus and IPPs do not make up a significant portion of the population. In other words, they are not explicitly excluded, but there is a lot more that can and should be done.

5.3. Recommendations

Find below the evaluation recommendations drawn from the findings and conclusions. The framing of recommendations has been done keeping in view the key actors that have played part in the Programme design and implementation and continue to hold significance for the future. The structure includes broader recommendations followed by specific actions (expanding on the 'what' and 'how'). To ease implementation, each action is tagged to one or more relevant actors (as primary and secondary stakeholders) considered relevant and responsible to take action. Moreover, each action is prioritized as either immediate, short term or medium term.¹⁰⁹

Recommendations prescribed hereunder are formulated based on conclusions and suggestions from key stakeholders from government departments, municipalities and LGUs. Views and desires of communities, parents and caregivers were also considered. Furthermore, the recommendations were presented to stakeholders (including ERG members) in a validation/dissemination session and the evaluation team then incorporated stakeholder perspectives. Recommendations have also benefitted from the expertise and experiences of the evaluation team.

A detailed, conclusion wise, set of recommendations along with proposed tasking and timelines are presented in Appendix-28.

¹⁰⁹ Immediate: 0-3 months; Near-term: 3-6 months; Short-term: 6-9 months; and Long-term: 9-12 months.

Table 5.1: Recommendations with Proposed Tasking and Timelines

C#	Conclusion	Recommendation	Proposed Tasking	Proposed Timeline
1.0	The WASH-specific Programme supported the relevant public departments with formulation of laws, policies and plans, including other elements of enabling environment. UNICEF CPC-8 WASH objectives and strategies align with the PDP 2017-2022 and GoPH's AmBisyon Natin 2040.	GoPH must revisit its current development planning to ensure that adequate funding is available to scale-up existing efforts for a galvanised ZOD implementation and to widen the WASH service delivery at least in all municipalities. Further highlight the role of the LGUs, i.e., cities and municipalities in implementing WASH, and its integration in their local plans. This is in anticipation of the increase in the internal revenue allotment of the LGUs due to the Supreme Court ruling on the Mandanas-Garcia petition. Moreover, close coordination among LGUs and concerned agencies should be done for programmes under their respective Devolution Transition Plan (DTP).	NEDA, Steering Committee, UNICEF, DOH	Long-Term
2.0	Moreover, a stronger focus is required on the capacity development of key actors, particularly at the LGU level, to understand the process and then lead the implementation. This focus is important especially because both water and sanitation are devolved to the LGUs.	Create a GoPH WASH Consortium of WASH-EE actors from DepEd, DILG, DOH, DSWD, DPWH and UNICEF. The primary objective of the GoPH WASH Consortium is to conduct joint reviews of WASH-related development work at the Provincial level. The inclusion of DPWH is essential to ensure related infrastructure developments and improvements are achieved in time.	NEDA, Steering Committee, UNICEF	Near-Term
3.0	UNICEF and DOH have multiple mechanisms to help achieve internal coherence with varying degrees of success. Internally, coherence is weak, resulting from limited clarity and guidance around integration design and processes that tracks service delivery across the entire integrated supply chain. External coherence, in relative terms is better for the UNICEF WASH interventions being aligned with GoPH international commitments and standards, and active participation in inter-sectoral coordination.	Integrated programming is a well-recognised strategy and needs a well-thought-out and a systematic/tooled approach beyond policy and plan. To achieve effective results, DOH-UNICEF must spearhead the development of all service delivery mapping tools for all activities across the WASH-EE development framework for the GoPH WASH Consortium.	UNICEF Section Chiefs, DOH. Ideally, this should be a GoPH WASH Consortium agenda	Medium-Term
4.0	The evaluation concludes that intent to integrate WASH/programming is evident in CPD-7 and CPD-8. For CPD-8, the significant departure is in terms of missing WASH outcomes, which were blended into education and health outcomes. The evaluation did not note any transformative change in how WASH and other sections continue to operate or interact (under CPD-8) to realise the objective of integrated WASH/programming.	Programme for CPC-9 using a strong baseline study to ensure that CPC-9 endline assessments are enabled. Ensure the inclusion of a representative sample of all minority groups, including the indigenous people of the Philippines and a control group in the baseline survey.	UNICEF	Long-Term
5.0	WASH is invisible at the outcome level, making any specific WASH contribution assessment impossible. Operating effectively and independently is lost with multiple reporting lines and increased workloads. The intent to integrate is reflected in the plan, but the follow-through with systems, tools, and training is missing.	Prepare the ToC for CPC-9 to integrate programming with transparency across all UNICEF sections and linked Departments of the Government. It is best to do so consultatively and thus organise a workshop. Test the CPC-9 ToC in 2023. Redefine and advocate defined roles and responsibilities for the Provincial Steering Committees, LMP and UNICEF Area Focal Coordinators to ensure stronger ownership at the provincial level, downwards to the municipality level.	NEDA	Near-Term
6.0	In terms of social and environmental gains, UNICEF has significantly contributed to a cleaner environment widespread to ZOD implementation, improved waste disposal across several municipalities, enhanced/ safe toilets, handwashing facilities, safe drinking water in schools and ECCD Centres.	Document, customise and adopt best practices evident in the Philippines and other UNICEF regions that are mainly strong WASH-related C4D campaigns.	WASH, Comms, Area Focal Coordinators	Near-Term