



FINAL NARRATIVE REPORT

Philippines

Thematic window
Democratic Economic Governance

Programme Title:

Enhancing Access to and Provision of Water Services with the Active Participation of the Poor

September | **2013**

Prologue

The MDG Achievement Fund was established in 2007 through a landmark agreement signed between the Government of Spain and the UN system. With a total contribution of approximately USD 900 million, the MDG-Fund has financed 130 joint programmes in eight Thematic Windows, in 50 countries around the world.

The joint programme final narrative report is prepared by the joint programme team. It reflects the final programme review conducted by the Programme Management Committee and National Steering Committee to assess results against expected outcomes and outputs.

The report is divided into five (5) sections. Section I provides a brief introduction on the socio economic context and the development problems addressed by the joint programme, and lists the joint programme outcomes and associated outputs. Section II is an assessment of the joint programme results. Section III collects good practices and lessons learned. Section IV covers the financial status of the joint programme; and Section V is for other comments and/or additional information.

We thank our national partners and the United Nations Country Team, as well as the joint programme team for their efforts in undertaking this final narrative report.

MDG-F Secretariat

FINAL MDG-F JOINT PROGRAMME NARRATIVE REPORT

MDG F 1919 JOINT PROGRAMME ON ENHANCING ACCESS TO AND PROVISION OF WATER SERVICES WITH THE ACTIVE PARTICIPATION OF THE POOR

Participating UN Organization(s) United Nations Development Programme (UNDP) United Nations Children's Fund (UNICEF)	Sector(s)/Area(s)/Theme(s) Philippines: Democratic Economic Governance (DEG)
Joint Programme Title MDG F 1919 Joint Programme on Enhancing Access to and Provision of Water Services with the Active Participation of the Poor	Joint Programme Number MDG F 1919 MDTF Atlas Project No: _____
Joint Programme Cost [Sharing - if applicable] [Fund Contribution]: USD 5,675,000 Govt. Contribution: USD Agency Core Contribution: Other: TOTAL: USD 5,675,000	Joint Programme [Location] Region (s): Region II, Region V, Region IX, Region X, and Region XIII Governorate(s): <u>Region II:</u> Cagayan, Isabela; <u>Region V:</u> Camarines Norte, Camarines Sur; <u>Region IX:</u> Zamboanga del Norte, Zamboanga del Sur, Zamboanga Sibugay; <u>Region X:</u> Misamis Oriental, Misamis Occidental, Bukidnon, Lanao del Norte; <u>Region XIII:</u> Agusan del Sur District(s): <u>Cagayan:</u> Abulog, Ballesteros, Allacapan, Pamplona, Sta. Teresita, Sto. Nino; <u>Isabela:</u> Palanan; <u>Camarines Norte:</u> Basud, Capalonga; <u>Camarines Sur:</u> Garchitorena, Siruma; <u>Zamboanga del Sur:</u> Lapuyan, Midsalip, Tigbao; <u>Zamboanga del Norte:</u> Mutya, Jose Dalman, Kalawit, Katipunan, Siayan, Siocon, Sirawai; <u>Zamboanga Sibugay:</u> Alicia, Payao, Titay, Tungawan; <u>Misamis Oriental:</u> Claveria; <u>Misamis Occidental:</u> Baliangao, Sinacaban; <u>Bukidnon:</u> Danggagan, Don Carlos, Kadingilan, Kibawe, Kitaotao; <u>Lanao del Norte:</u> Colambgan; <u>Agusan del Norte:</u> La Paz, Sibagat
Final Joint Programme Evaluation Final Evaluation Done <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Evaluation Report Attached <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <i>Refer to Annex A for the Final Evaluation Report</i> Date of delivery of final evaluation report: 19 July 2013	Joint Programme Timeline Original start date : 1 June 2009 Final end date : 31 June 2013 <i>(including extensions for final evaluation and for additional grant)</i>

Participating Implementing Line Ministries and/or other organisations (CSO, etc)

- National Economic and Development Authority (NEDA), as lead implementing agency
- Department of the Interior and Local Government (DILG)
- National Water Resources Board (NWRB)
- Provincial and municipal local government units
- Other national agencies: National Anti-Poverty Commission (NAPC)
- Civil Society:
 - National Water and Sanitation Association of the Philippines (NAWASA)
 - Philippine Water Partnership (PWP)
 - Streams of Knowledge
 - Center for Social Concerns and Development (CESCOD)
 - Xavier Agricultural Extension Service (XAES)
 - Philippine Rural Reconstruction Movement (PRRM)
 - Philippine Federation of Credit Cooperative (PFCCO)
 - Coalition for Bicol Development (CBD)
 - Propegemus Foundation Inc.
- Academic Institutions:
 - University of the Philippines – National College of Public Administration and Governance (UP-NCPAG)
 - Xavier University – Ateneo de Cagayan
 - Father Saturnino Urios University (FSUU)
 - Cagayan State University (CSU)
 - Jose Rizal Memorial State University (JRMSU)
 - Bicol University
 - Others: Pamantasan ng Lungsod ng Maynila, Ateneo de Manila University, Assumption College, Colegio de San Juan de Letran, College of Saint Benilde-School of Design and Arts, Mapua Institute of Technology, Polytechnic University of the Philippines, San Sebastian College-Recoletos, Silliman University
- Private Sector:
 - Veepo Global Resources
 - Maynilad Water Services, Inc.

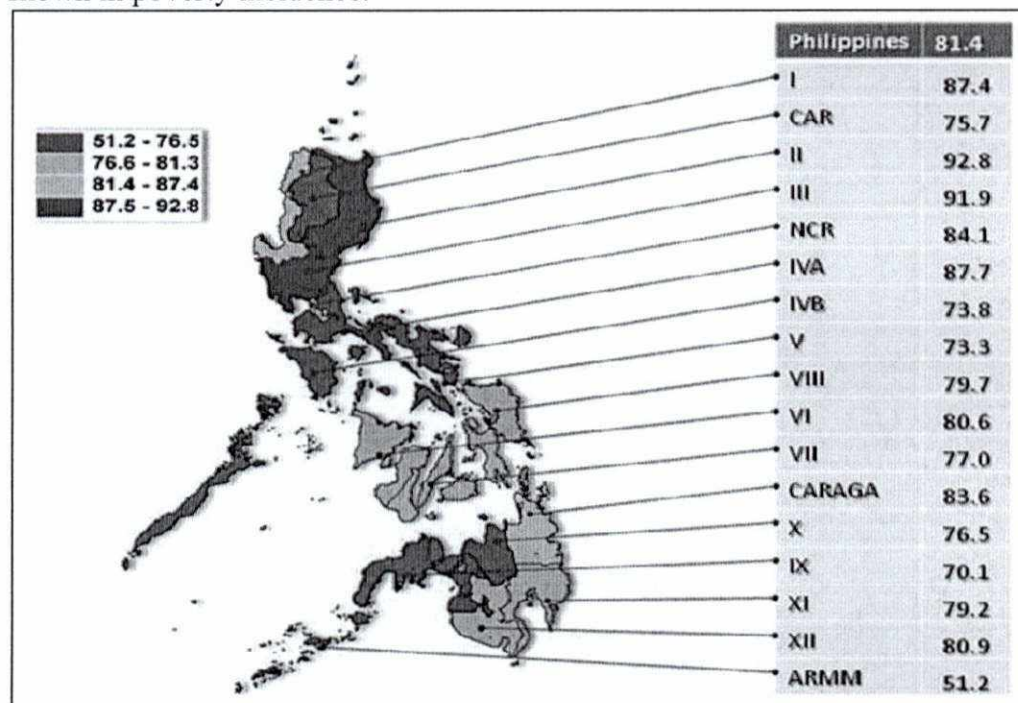
Report Formatting Instructions:

- Number all sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point _ Times New Roman.

I. PURPOSE

- a. Provide a brief introduction on the socio economical context and the development problems addressed by the programme.

Approximately 16 million Filipinos still do not have access safe drinking water, with almost 1 in every 5 Filipinos sourcing water from doubtful sources such as unprotected wells, developed springs, undeveloped springs, rivers, streams, ponds, lakes or dams, rainwater, tanker truck or peddlers, among others. In terms of area served, there are pronounced disparities between rural and urban areas and poor and rich households. Latest data show that access to safe water among the poorest 30 percent of the population is only 71.8% compared to 86.9 percent in the higher income group. Regional disparities both in access to safe water and sanitation reflect the patterns shown in poverty incidence.



Source: MDG Progress Report 2010

In 2004, about 432 municipalities outside of Metro Manila were identified as waterless. Waterless being defined as less than 50% of the population having access to safe drinking water. The President's Priority Program on Water (P3W) was implemented to provide water infrastructure in these waterless areas. However, 5 years after the P3W implementation, 342 municipalities remain waterless, with some municipalities provided assistance under the program not able to sustain the operations of the systems provided or worse, not able to use the systems at all due to poor planning and design.

The case of P3W best illustrates the findings of the Philippine Water Supply Sector Roadmap (Roadmap), which serves as the blueprint to addressing the problems that are preventing the efficient and sustainable delivery of water supply services in urban and rural areas in the country particularly those outside Metro Manila. The Roadmap findings indicate that the "soft" aspects of water supply provision pose a big problem area for the sector. For one, institutional set-up for the water supply sector is characterized as weak and fragmented, with a multitude of actors playing uncoordinated and sometimes overlapping roles. There is no one single coordinating government body/agency that will coordinate the efforts in the sector or champion the water supply cause. There are about thirty (30) agencies which are in one way or another involved in the water supply sector, including NEDA for coordinating the preparation of the national development plan which enunciates the sector policies and strategies; the National Water Resources Board for regulating water resources and operations of private water utilities (with the exception of the Metropolitan Waterworks and Sewerage System) and consenting local

government unit (LGU)-run utilities; the Department of the Interior and Local Government (DILG) for capacity building of LGUs; the National Anti-Poverty Commission (NAPC) for coordinating the implementation of the President's Priority Program on Water (P3W), which was succeeded by the Sagana at Ligtas na Tubig sa Lahat (Salintubig); the Local Water Utilities Administration (LWUA) for providing technical advisory services and financial assistance to water districts, technical and institutional support to LGUs and water service providers, setting design standards for water facilities operated by water districts and other service providers, and regulating water districts¹; the Department of Public Works and Highways (DPWH) for technical support to LGUs upon request including implementation of Level I and II projects²; the Department of Finance (DOF) for financing support for the sector both in terms of financing access (through the Municipal Development Fund Office) and financing policy reforms; government financing institutions (GFIs) for providing financing for the sector; and a host of actors at the local/community level.

LGUs, through the Provincial/Municipal Water and Sanitation (WATSAN) Development Councils, are responsible for the planning and implementation of water supply and sanitation programs, and monitoring of local sector performance. Water service providers, including water user associations/community-based organizations, are in charge of the management of local water supply facilities. Latest estimates show that water supply service in the country is provided by some 580 water districts, 1000 LGUs, 500 rural water supply associations (RWSAs), 3100 barangay water supply associations (BWSA), 200 cooperatives, and 900 private utilities. The Roadmap consultations, however, indicated that these local level actors are more often than not unable to perform satisfactorily as they do not have the capacity to undertake the functions that are expected of them.

The Roadmap concluded that a major problem in water supply delivery is not so much the installation of infrastructure but sustaining these services, minimizing institutional conflicts and providing better coverage. This is not to say, however, that the "hard" or infrastructure component of water supply provision is not as important. There is a need to integrate and cohesively link the "soft" components (i.e., establishing a coherent institutional and regulatory framework nurtured in a decentralized and enabling policy environment; developing capacities for water supply provision actors; and building strategic alliances with various stakeholders) with the infrastructure component to enhance water supply delivery.

b. List joint programme outcomes and associated outputs as per the final approved version of the joint programme Document or last agreed revision.

The Joint Programme aims to contribute to the attainment and sustaining the gains achieved thus far by the Government of the Philippines with respect to Millennium Development Goal 7, Target 3 on halving the proportion of the population without sustainable access to safe drinking water and basic sanitation by 2015.

Over a period of four years, two **expected outcomes** of the Joint Programme are: 1) to establish investment support mechanisms for poor communities/municipalities; and 2) to increase local capacities to plan, develop, implement, operate and manage water supply systems.

The **specific outputs** of the Joint Programme as approved include:

Output 1.1 Incentives mechanisms and partnership modalities developed and enhanced for public and private investments in "waterless" and poor communities;

Output 1.2 Financing and programming policies in the sector reviewed and amended (as necessary) to rationalize assistance and increase ownership and accountability, with sub-outputs

¹ LWUA continues to undertake economic regulation of water districts while NWRB is still building its capacity to assume this function over water districts.

² Level I - a protected well or a developed spring with an outlet but without a distribution system, normally serving 15 households; Level II - a system composed of a source, a reservoir, a piped distribution network and 2 or more communal faucets, with each faucet serving 4 to 6 households

(a) NG-LGU cost sharing policy reviewed and amended, as necessary; and (b) Programming policies for waterless areas reviewed and amended, as necessary;

Output 1.3 36 Local WATSAN councils and water user associations organized to effect participative provision of water supply services;

Output 1.4 Tariff-setting guidelines adjusted for small water service providers;

Output 2.1 Capacity building for local stakeholders undertaken, with sub-outputs (a) successful mentoring practices assessed and piloted, (b) LGU capacities assessed and mentoring modules developed, and (c) WATSAN toolbox developed and rolled out;

Output 2.2 36 improved sector plans formulated and monitoring mechanisms established;

Output 2.3 36 Localized Customer Service Codes (LCSC) developed; and

Output 2.4 Information, education and communication (IEC) programs implemented.

Following the recommendations of the Mid-Term Evaluation, the formulation of (a) Operationalization and Development Plan for the National Water Resources Management Office, which is aimed at addressing the institutional fragmentation besetting the sector; and the IEC Manual which will become part of the toolbox, as well as forging a partnership with Salintubig were included.

In addition, under the additional grant assistance the following outputs are included:

Research on Investment Requirements to meet and sustain the MDG 7 target on water supply, meet the Salintubig targets by 2016 and achieve universal coverage by 2025;

Recording of results at the local level to be used in the Regional sharing of knowledge and experiences, aimed at encouraging uptake by other LGUs for upscaling;

Rating and ranking of LGUs using a scorecard system that will be developed to measure the performance of LGUs over a range of capacities related to water supply and sanitation governance; and

Rollout of the Toolbox to learning training institutes and partners through the development of regional hubs to assist DILG provide assistance to other LGUs.

c. Explain the overall contribution of the joint programme to National Plan and Priorities

The Joint Programme is consistent with the Roadmap as it puts emphasis on the “soft” aspects of water supply provision. It is also consistent with national priorities as it targets waterless municipalities.

In putting emphasis on the soft aspects of water services provision, the JP has contributed to:

1. Bringing to fore the need for the apex body or lead agency for the water resources sector;
2. Articulation of a pro-poor policy framework;
3. Engaging other government and non-government organizations at national and local levels in the policy discussions;
4. Strengthening LGU capacities to access additional funds;
5. Enhancing the sustainability of water systems by
 - a. developing local plans;
 - b. ensuring that LGUs/communities are better equipped to operate and maintain water systems; and
 - c. raising awareness and acceptability of water service providers and their customers of their accountabilities and responsibilities;
6. Initiating the establishment of WATSAN hubs which will provide assistance in capacitating other LGUs; and
7. Informing decision-makers and other development partners on the investment requirements needed to meet the targets in the sector so that appropriate and adequate interventions may be implemented.

d. Describe and assess how the programme development partners have jointly contributed to achieve development results

At the **programme management level**, key development and implementing partners under the joint programme were members of the Programme Management Committee (PMC) chaired by the Assistant Director General of NEDA and co-chaired by the Country Director of UNDP. Members of the Programme Management Committee also included a representative from DILG, NWRB and UNICEF.

The PMC is assisted by a Technical Working Group (TWG) composed of technical staff and personnel of the implementing agencies. The TWG meets a week prior to PMC meetings and as frequent as necessary to identify constraints to implementation and identifies solutions to address the issues. As necessary, the issues and corresponding recommended solutions are then raised to the PMC during its meetings for discussion and approval, or through an Aide Memorandum for approval via ad referendum. As the Final Evaluation noted, the partners found the mechanism to be effective and efficient.

In terms of **programme implementation coordination**, activity implementation was vested and integrated into the functions of the participating national institutions. The Programme Officer and Outcome Officers were organic personnel of the national implementing partners. Within NEDA, each output under Outcome 1 has a focal technical person from the NEDA Infrastructure Staff, assigned to coordinate the activities of the consultants engaged for the output, reviews the reports of the consultants and solicits and consolidates comments from other agencies. For the local activities, particularly under Outcome 2, personnel from the DILG- Water Supply and Sanitation Division were assigned either as regional coordinators or as output coordinators, and regularly met to plan for the implementation of a certain output activity in a specific region. Two other divisions - Planning and Monitoring and Evaluation Division, and the Field Operation, Administration/Fund Management Division - whose integral functions are project planning and monitoring, and budget and financial management respectively also provided direct support to the Joint Programme in addition to their integral functions. Meanwhile, taking advantage of its personnel's experience in formulation customer service codes (albeit for Level III systems), NWRB, as responsible party for Output 2.3, assigned dedicated personnel, along with partners from civil society, to assist LGUs in the formulation of the LCSC for Level II systems.

At the regional level, the DILG Project Development Management Units (PDMUs) in the regions also assisted in coordinating region-specific activities and provided assistance to WATSAN Councils in implementing programme activities.

At the provincial level, water and sanitation teams from the concerned DILG provincial development offices assisted the regional coordinators and regional offices in coordinating the participation of local stakeholders and the implementation and monitoring of activities and in municipalities/LGUs within their jurisdiction.

At the LGU level, the WATSAN Councils, which were either established or re-activated under the Joint Programme, were directly involved as beneficiaries of the capacity building activities and as coordinator of activities at the sub-LGU (barangay, community) level. The WATSAN Council is usually chaired by the local chief executive (LCE)/mayor with other LGU officials/personnel members (e.g., Planning Officer, Municipal Engineer, Municipal Health Officer, etc.).

The Final Evaluation reported that the “integration of activity implementation into the integral functions of national institutions is a good practice, which strengthened institutional capacities, and also provided a venue for institutional memory and the sustainability of JP processes and results.”

At the **policy level**, the NEDA Sub-Committee on Water Resources (SCWR), which is composed on water-related government agencies and representatives from the civil society, served as the venue for the review of outputs of policy studies.

At the **activity level**, other partners were engaged in varying levels in ensuring the achievement of the programme output and outcomes. Civil society organizations (CSOs) were tapped for community mobilizing at the local level. Academic institutions were involved in the awareness-raising and advocacy activities, such as the World Water Day celebrations, the postcard campaign, the Local Water Governance Forum and the National Executive-Legislative Dialogue.

II. ASSESSMENT OF JOINT PROGRAMME RESULTS

- a. **Report on the key outcomes achieved and explain any variance in achieved versus planned results. The narrative should be results oriented to present results and illustrate impacts of the pilot at policy level.**

In terms of outcomes, as of the date of the Final Evaluation, it was estimated that the Joint Programme has directly benefitted households within the range of 1,290 to 44,136. This, however, is best explained by the fact that the Joint Programme is not providing water systems but merely providing the means by which LGUs can increase investments for water systems. The 36 municipalities have been allotted about US\$8 million for water supply systems under Salintubig, and have allocated about US\$800,000 counterpart funds for sanitation.

The Final Evaluation estimation of the 1,290 figure was based on an LGU which preferred to undertake a big Level 3 project. The LGU's Salintubig funds were only adequate for source development and transmission to the nearest barangay. It is noted, however, that other LGUs planned for smaller Level 2 systems, which would entail lower costs and spread the Salintubig funds over a larger population.

The 44,136 figure, on the other hand, was computed based on the increase in coverage of existing systems in another LGU as a result of the capacity building initiatives. This, however, does not include increase in coverage due to the new infrastructure under Salintubig, access to which has been facilitated by the Joint Programme interventions.

The Joint Programme was dependent on the resources that Salintubig could provide to the participating municipalities. This meant that the programme implementers did not control the timing of infrastructure inputs to the project. The synchronization of the software and hardware components of the water project was affected. The LGU water supply projects, funded through Salintubig, are currently under varying stages of implementation, and the number of households provided with sustainable access to water supply can only be determined after completion of said projects. And even then, the sustainability of the systems, which is partly what the Joint Programme wants to address, can only be assessed during the operations stage of the systems. Capacity development for operation and maintenance was not optimized simply because the infrastructure was not yet available.

Further, the numbers do not capture the other results of the Joint Programme related to better service, such as, increased number of hours of availability, increased pressure, enhanced safety of water, increased level of service (from communal tap to household connection), etc.

In terms of the outputs, all outputs have been delivered with some deliverables exceeding the targets.

Outcome 1: Investment support mechanisms for poor communities/municipalities established

- Under Salintubig, the 36 LGUs were allocated about US\$8 million for the construction/development of water supply systems. In Basud, Camarines Norte, an additional US\$21,000 was invested by the LGU based on the planned water supply system. The LGU of Kalawit, Zamboanga del Norte, meanwhile, further invested about US\$190,000, 44% of which comes from the LGU funds and 56% from a non-government organization. In Claveria, Misamis Oriental, the LGU augmented in Salintubig funds with

about US\$45,000 from its Municipal Development Fund to install 800 household meters to upgrade users from Level II to Level III, and to expand the water supply system to four additional barangays.

- The Joint Programme developed policy studies that informed and supported the collective advocacy for scaling up pro-poor water service delivery.

Output 1.1 Incentives mechanisms and partnership modalities developed and enhanced for public and private investments in “waterless” and poor communities

- A paper on what incentives mechanisms and partnership modalities may be adopted by waterless LGUs has been approved by the SCWR. This became part of the WATSAN Toolbox to inform LGUs what they may adopt.

Output 1.2.1 NG-LGU cost sharing policy reviewed and amended, as necessary

- An NG-LGU cost-sharing arrangement for water supply projects in waterless municipalities was approved. However, government has suspended the NG-LGU cost-sharing scheme for all government projects, not only for water supply, subject to review by relevant agencies. The report produced under the Joint Programme will serve as a reference material for said review.

Output 1.2.2 Programming policies for waterless areas reviewed and amended, as necessary

- Recommended improvements on the programming policies were approved by the SCWR, and some of these have been adopted by Salintubig.

Output 1.3 36 Local WATSAN Councils and 36 water user associations organized to effect participative provision of water supply services

- 36 WATSAN Councils have been established/revived and 65 water users’ associations were organized. These WATSAN Councils, capacitated under Outcome 2, are expected to sustain and replicate the pilot initiatives in other barangays/communities. The 65 water users’ associations have also been capacitated so they may be able to sustain the operation and management of local water systems.

Output 1.4 Tariff-setting guidelines adjusted for small water service providers

- Recommended simplified procedures and requirements for regulating water service providers in waterless areas were approved by the SCWR. The same have been used in the capacity building of partners for rollout in Salintubig areas.

Outcome 2: Local capacities to plan, develop, implement, operate and manage water supply systems increased

- Majority (28 out of 36) of the Joint Programme LGUs have replicated pilot initiatives in their areas on their own.
- Improved service delivery has been observed (details below).
- Involvement of local stakeholders, including women and indigenous people, in water services provision have increased as a result of various activities such as community mobilizing, LCSC and IEC.
- Schoolchildren in the Sibagat Elementary School in Sibagat, Agusan del Sur now enjoys water supply in their classrooms as it was prioritized by the Sibagat Water District (which is a recipient of the Godparent Mentoring Scheme pilot implementation) upon hearing of the children’s participation in the Ripples of Hope postcard campaign.
- The capacity building outputs and methodology have been used to capacitate 142 other Salintubig LGUs, 285 Bottom-Up Planning and Budgeting (BUPB) recipient-LGUs, and 82 LGUs under the Transition Investment Support Program (TISP)-ARMM.

Output 2.1 Capacity building for local stakeholders undertaken, with sub-outputs (a) successful mentoring practices assessed and piloted, (b) LGU capacities assessed and mentoring modules developed, and (c) WATSAN toolbox developed and rolled out

- The Godparent mentoring scheme was recommended as a successful practice.

- An assessment of LGU capacities was undertaken and based on the results, modules were developed and the mentoring scheme was piloted in Sibagat, Agusan del Sur, which has shown positive results since, including improved tariffs, increased collection efficiency and better maintenance of facilities.
- The WATSAN Toolbox was developed integrating the capacity building modules, together with other modules on municipal water and sanitation plan formulation, LCSC formulation and community-organizing using the human rights-based approach (HRBA).
- While the WATSAN Toolbox was being formulated, the modules therein were used to capacitate 36 municipalities and an additional 7 municipalities.

Output 2.2 36 improved sector plans formulated and monitoring mechanisms established

- The 36 Joint Programme LGUs were able to develop their Municipal Water Supply, Sanitation and Sewerage Sector Plans (MW4SPs) which laid down the strategies and targets that the LGUs intend to implement/achieve with regard to water supply provision within their jurisdiction. The plans were supported by a Local Investment Plan.

Output 2.3 36 Localized Customer Service Codes (LCSC) developed

- 36 LCSCs were formulated, adopted and implemented in the Joint Programme areas. Their adoption have positively impacted on the sustainability of water facilities as a result of increased collection efficiency, increased membership, efficient use of water and increased participation of consumers in the management of the system.

Output 2.4 IEC programs implemented.

- The various IEC activities of the Joint Programme have been effective in renewing discussions at the national and regional levels on the issues facing the sector, increasing awareness on the issues, increasing participation of marginalized groups (women and indigenous peoples), and getting media attention on the issues (interviews with newspapers and television stations). A partnership with the private sector in an advocacy activity resulted in assistance for typhoon relief operations in Region X, as well as the distribution of temporary source of drinking water (via use of portable water filters) in far-flung areas.

As for the other outputs:

Operationalization and Development Plan for the National Water Resources Management Office

- The study, which was co-funded by World Bank (WB), was aimed at addressing the institutional fragmentation besetting the sector. The recommendations, along with a draft Executive Order also prepared under the activity, are now serving as reference in high-level discussions for the creation of the apex body.
- These ongoing efforts to address the institutional fragmentation of the water sector has renewed and increased interest in the development of the sector.

IEC Manual

- An IEC Manual was formulated to facilitate scale up of IEC capacity building and activity implementation in other areas. It has been integrated in the Toolbox.

Research on Investment Requirements

- The research was aimed at estimating the investment requirements to meet and sustain the MDG 7 target on water supply, meet the Salintubig targets by 2016 and achieve universal coverage by 2025. The estimates have been used to build a business case to inform decision-makers and donor partners, and have been used by other studies of DPWH and WB.

Recording of results and regional sharing

- At the local level, results of the Joint Programme initiatives have been documented and used by DILG in the regional sharing workshops conducted to encourage other LGUs to

implement the same in their areas. The results have also been marketed/showcased by NEDA and DILG to donor partners for possible adoption in their programs (e.g., LCSC with US Agency for International Development).

Rating and ranking of LGUs

- A scorecard was developed to measure the performance of LGUs over a range of capacities related to water supply and sanitation governance. This will be used to rationalize future assistance for LGU water supply and sanitation projects.

Rollout of the Toolbox to learning training institutes and partners

- Under the Joint Programme, 10 regional hubs were developed by setting up a network of training providers. About 40 institutions (22 academic institutions, 9 water districts and 9 civil society partners) were trained on the rollout of the Toolbox. These hubs/networks will be tapped to assist DILG in rolling out the Toolbox to other LGUs.

b. In what way do you feel that the capacities developed during the implementation of the joint programme have contributed to the achievement of the outcomes?

Strengthening capacities of duty bearers and claim holders is the Joint Programme. Providing training of trainer's, coaching and mentoring activities is the essence of the programme and was undertaken with strategic partners such as Salintubig implementing partners, DILG personnel, WATSAN Councils and barangay water associations to ensure the quality, ownership and sustainability of the programme interventions. Civil society partners and academic partners, among others, were also trained/mentored so they may expand the network of DILG in providing capacity building to other LGUs.

Since Salintubig partners will be responsible for assisting waterless municipalities address their water supply gaps, they have been trained on how to set tariffs, evaluate proposals, and program funds. DILG personnel, from the national to the provincial level, were also capacitated since DILG is mandated to provide capacity building to LGUs. Under the Local Government Code of the Philippines, LGUs are primarily responsible for providing water supply services to their constituents, thus, LGUs are critical in the achievement of the programme outcomes. The WATSAN Councils, although typically led by the LCE/mayor, have regular LGU staff as members to ensure that the knowledge and skills gained from the Joint Programme stand changes in leadership. The WATSAN Councils have been established/revived with a clear idea of what is expected of them, that is, to lead the formulation of the MW4SPs and LIP, IEC and advocacy activities on water and sanitation and provision of technical assistance to other barangays not covered by the Joint Programme in terms of community-mobilizing, LCSC formulation, etc. The Recording of Results report stated that most LGUs have been able to replicate some activities on their own.

The community's participation in the activities has also been crucial to the Joint Programme. It has positively changed the perspective towards water and sanitation, specifically on issues concerning water use, conservation, roles, rights, and responsibilities as users and providers, and the protection of water sources. It has also fostered trust and confidence on their local government, providing them a high sense of ownership in managing their own water systems. For instance, in the formulation of the LCSC, the involvement of the consumers has increased the understanding and trust between community members and the service provider as the vision, responsibilities and accountabilities set in the LCSC were mutually agreed upon by both parties. Thus, during the implementation of the LCSC, consumers are paying their water fees on time. Further, the community members' involvement as community tap watchers (against leaks and pilferage) has resulted in the efficient use of water and, accordingly, in the sustainability of the water system.

The mentees under the Joint Programme are now able to mentor other communities within the LGU. For example, the Sibagat Water District mentored the Tag-oyango Cooperative, which became a recipient of the Salintubig program.

The dedication and commitment of both national and local partners largely contributed to the success of the Joint Programme and to the sustainability and replication of the initiatives from which they have benefitted so others may also benefit.

- c. **Report on how outputs have contributed to the achievement of the outcomes based on performance indicators and explain any variance in actual versus planned contributions of these outputs. Highlight any institutional and/ or behavioural changes, including capacity development, amongst beneficiaries/right holders.**

The Final Evaluation reports that the Joint Programme delivered all the expected outputs. Policy outputs were developed that informed a pro-poor policy framework and supported the collective advocacy for scaling up pro-poor water service delivery. These includes the review and recommendations for improving the financing and programming policies in the sector particularly the government programs for waterless municipalities, the National and Local Government Cost Sharing arrangements for water supply programs for waterless municipalities, strengthening economic regulation including the articulation of light handed regulation and the adjustment of NWRB's tariff-setting guidelines for small water service providers and the development and enhancement of incentives mechanisms and partnership modalities for public and private investments in "waterless" and poor communities.

Further, the undertaking on the development of the operational and implementation plan for an apex body in the water resources sector, supported by the research on investment requirements to meet water supply targets, has renewed discussion and interest in the sector from the legislative and executive branches of government and from the donor community.

Similarly, for the local level outputs, 36 WATSAN Councils and 65 users' associations were organized/revived; mentoring modules were developed based on the recommended mentoring practices and practitioners and on an assessment of capacities of beneficiary LGUs/communities; 36 MW4SPs, 36 LCSCs and 36 local IEC plans (with collaterals and activities, and funds therefor) were developed with the participation of the WATSAN Councils and the users' associations (who learned by doing); and a WATSAN Toolbox and an IEC Manual were developed incorporating the modules used for capacity building.

The outputs contributed to the outcomes in terms of ensuring the readiness, in terms of technical and governance capacities, of the LGUs/communities to receive, implement and manage water systems, thus, ensuring the sustainability of any investment (past and current) put in by national government, the LGUs themselves or other partners. DILG reports that the Joint Programme LGUs are amongst the better performing LGUs under the Salintubig as they are able to access funds; develop water projects faster; and able to support expansion to other barangays. The Recording of Results noted the following positive changes:

- **Change in perspective and behavior towards water and sanitation, i.e., water is a basic right, protection of water sources, sustainability of water systems, and the practice of good hygiene and proper sanitation, among others.** Prior to the Joint Programme implementation, LGUs reveal that their attitude towards water has been one that is negligent primarily because they view water as free and unending. Beneficiaries have come to accept that in order to sustain water availability, there is a need to pay basic fees to maintain water supply facilities and protect their water sources, and the obligation to conserve water. At the community level, it has cultivated ownership (as co-implementers) to the project and renewed their trust and confidence on water service providers contrary to their previous experience where water systems are politicized being LGU-run.
- **Increased awareness on the issues and concerns relating to water and sanitation, i.e., roles and responsibilities as consumers and water service providers, status/condition of the municipality's water and sanitation, capacities needed to improve water**

service delivery, etc. LGUs have reported that because of the programme interventions, specifically the conduct of the Baseline Survey and development of MW4SPs, LCEs have renewed their priorities on water and sanitation, evident in their support for expansion of coverage and up-scaling. It has served as an eye opener for many chief local executives on the real and existing water and sanitation situation of their locality. This enabled them to better plan for projects, i.e., identify and prioritize areas where funds should be allocated for the development and/or rehabilitation of water systems. Communities were also re-educated on the importance of water and its proper use, the roles and responsibility as consumers and providers, and the need to practice proper hygiene and sanitation.

- **Increase in collection efficiency on water fees/tariffs.** Participant water associations saw considerable increase (20-30% at an average) in the collection of water fees. Furthermore, collected fees have been managed and utilized properly evident in the repairs undertaken in their facilities. In turn, these positive changes encouraged LGUs to replicate the same in other barangays not covered in the Joint Programme. In connection with this, there has also been recorded increase in memberships in the associations, demonstrating a clear demand for organized water service delivery.
- **Increased participation of indigenous peoples and other vulnerable groups (e.g., women, children, and the elderly), exercising the same rights and obligations on water use.** In municipalities where there is a large population of indigenous peoples (40-60%), the challenge to generate interest and participation has been at the forefront. But the issues relating to water and sanitation are common to all groups whether mainstream or not. What is remarkable during the project implementation was the interest and cooperation generated among indigenous peoples, not only as beneficiaries but as co-implementers of the activities. This was manifested in the increase in number of indigenous peoples participating in advocacy activities like the hand-washing and actually applying good sanitation practices as water users and members of organized associations who willingly pays water fees; indigenous peoples entering into agreements for the protection of water sources that are considered sacred by the group; and indigenous tribe leaders serving as main contact for dissemination of information and coordination of the activities.
- **Increased local capacities in the areas of organizing water user associations, development of localized customer codes, localized IEC materials on water and sanitation, and development of project proposals, among others.** Majority of the LGUs have said that they can replicate the project interventions on their own. Specifically, in mobilizing the communities to partake in the implementation process, organizing water user associations, developing LCSCs, and conducting orientation and trainings on water and sanitation advocacies. Majority of the LGUs have already expanded areas of coverage developing LCSCs, and organizing barangay water associations and/or cooperatives to manage and deliver water services. Service providers have acquired capacities in records keeping, financial management, among others.
- **Increase in LGU initiatives to expand coverage of project interventions in their municipalities.** With the increase in local capacities, LGUs are more confident to continue with the project interventions on their own and explore other opportunities thru other financing sources. In advocating for water and sanitation, municipalities have developed their own local information materials to conduct trainings and orientations, and these are gradually being integrated in their existing local programs. With the previous success in the target barangays where the LCSCs were initially developed, many LGUs have decided to adopt and replicate the LCSC to ensure sustainability of the water facilities in other waterless barangays. Furthermore, local ordinances were passed to facilitate implementation and prioritize water and sanitation projects and related programs (e.g., watershed protection).

- **Renewed discussions and interest in the sector.** With the use of the policy outputs and recommendations, the following ensued:
 - During the 2013 Philippine Development Forum, an agreement was reached to augment the funds for water supply in poor areas beyond the Salintubig;
 - The draft Mid-Term Update of the 2011-2016 Philippine Development Plan (PDP) indicates the need to provide adequate water supply infrastructure and capacity development support to the 455 Salintubig waterless areas, to augment programs for water supply provision for rural and hard-to-reach areas, and to come up with a lead agency for the sector;
 - The Office of the President through the Office of the Cabinet Secretary convened water-related agencies to discuss the draft EO creating the lead agency for the sector; and
 - While the creation of the lead agency is pending, heads of infrastructure-related agencies have agreed to come up with a common policy framework, including the coordination mechanisms and financing policies. This will take off from existing studies/recommendations/reports that will include the NG-LGU cost-sharing, the programming policies, incentives mechanisms, the investment research, the apex body recommendations, among others.

As may be discerned from above, the Final Evaluation report correctly observed that the policy studies have yet to yield concrete results or were not optimized for capacity building (due to seeming lack of convergence with the capacity building component). This is because policies take time to yield results, as results would only manifest in the form of projects that adopt the policies. In addition, from the conceptualization of the Joint Programme, the idea was to integrate the study recommendations (e.g., incentives mechanisms, partnership modalities, cost-sharing) into the Toolbox, so that LGUs (which are autonomous units) may be informed of these options that they can adopt in their planning and programming. However, start-up, procurement and approval delays resulted in delayed delivery of study outputs, and making the capacity building component contingent on the availability of the study outputs would compromise the capacity building component's delivery within the 3-year implementation period. As a compromise, it was agreed that the study outputs will be disseminated to all LGUs and integrated in the Toolbox.

d. Who are and how have the primary beneficiaries/right holders been engaged in the joint programme implementation? Please disaggregate by relevant category as appropriate for your specific joint programme (e.g. gender, age, etc)

The Joint Programme's primary beneficiaries are the LGUs through the WATSAN Councils and users' associations. The LGU/LCE commitment has been made official through a Memorandum of Agreement (MOA) between DILG and the LGU. The WATSAN Councils and users' associations have been engaged in the programme implementation, particularly the capacity building component, from their creation/revival. Their creation/organization deliberately included marginalized groups. A woman representative sits in the WATSAN Council, while everyone (women, elderly, persons with disabilities, indigenous people) are represented in the users' associations.

Local chief executives (LCEs) declared and signed their commitment to increase or allocate a minimum percentage of their development fund for water supply provision during the Local Water Governance Forum (LWGF). Some of these LCEs, such as Claveria in Misamis Oriental, Basud in Camarines Norte, and Kalawit in Zamboanga del Norte, have already delivered on these commitments.

The WATSAN Councils were involved in the design of, planning for, implementation and monitoring of the local activities. With the capacity building provided to them, they were able to formulate their own sector plans, LCSCs, and IEC plans, and mobilize the communities,

which include women, children, people with disabilities, elderly and indigenous peoples, to participate in the activities.

The communities, through the users' associations, were mobilized to take part in the implementation of the activities, such as in the formulation of the MW4SP and LCSC, and in the IEC activities.

e. Describe and assess how the joint programme and its development partners have addressed issues of social, cultural, political and economic inequalities during the implementation phase of the programme:

i. To what extent and in which capacities have socially excluded populations been involved throughout this programme?

The Joint Programme adopted the HRBA in the design and implementation of its activities. HRBA is founded on the principle that development initiatives should be focused on the poor, not only as beneficiaries but as important actors in development. At the outset, the Joint Programme focuses on waterless municipalities, which are typically rural areas where the poor are found. As they are considered non-viable investment areas for private sector and water districts, it usually falls on the LGU to provide water supply services to the population. Hence, the Joint Programme has deliberately engaged the LGUs to be involved as beneficiaries/trainees and as local implementing partners.

During the Local Water Governance Forums, LCE participants committed to increase investments in water supply, protect watersheds, regulate mining and logging activities in their areas (which affect water sources), improve solid waste management (as part of sanitation and also to protect water sources), intensify IEC, and pay water bills on time. They also expressed support for national policies on, among others, (1) adoption of the Integrated Water Resources Management principle; (2) the creation of NWRB satellite agencies and eventually, a single economic regulatory body; (3) benchmarking and ring-fencing; and (4) revisiting the financing guidelines for water projects in waterless communities.

The community members were mobilized to take part in the implementation of the activities. In all 36 LGUs, children participated in the Ripple of Hope postcard campaign. Persons with disabilities and the elderly provided valuable information on how the LGU should plan for, prioritize and design water supply systems that are accessible and responsive to their needs. In Don Carlos, Bukidnon, the Manobos, being familiar with the land, identified potential sources on water. In the case of Claveria, Misamis Oriental, the indigenous people (Lumads) belonging to the Higaonon tribe of Mat-I were engaged to monitor the water source to ensure that it is being used properly and sustainably. This is part of the MOA between the LGU and the tribe for the water system that was being put up. In Basud, Camarines Norte, a woman representative heads the users' association.

ii. Has the programme contributed to increasing the decision making power of excluded groups vis-a-vis policies that affect their lives? Has there been an increase in dialogue and participation of these groups with local and national governments in relation to these policies?

As already mentioned earlier, the Joint Programme is essentially an intervention for poor waterless municipalities, to empower them, including the communities, to do something about the condition of their water supply and sanitation. Through the Joint Programme, these waterless municipalities provided their inputs during consultation for the various policy studies and participated in the Local Water Governance Forums which surfaced local issues as affected by national issues. Further, local communities, through the users' associations, were able to participate and influence municipal decisions and plans with regard to water supply provision.

The LCSC is a mutually agreed upon contract between service providers as duty bearers and consumers as claim holders. Its formulation is critically dependent on the dialogues between both parties and coming up with a consensus on what should be included in the LCSC.

In Claveria, Misamis Oriental, free, prior and informed consent of the Lumads (Higaonon tribe) was solicited prior to development of the water source. The LGU took into consideration the needs and culture of the tribe in the undertaking. As a result, implementation of the project ran smoothly with the assistance and cooperation of the indigenous people.

iii. Has the programme and its development partners strengthened the organization of citizen and civil society groups so that they are better placed to advocate for their rights? If so how? Please give concrete examples.

Citizens' organizations or users' associations were organized in the 36 municipalities. The empowerment of communities/users' associations (which include women, the elderly, persons with disabilities and indigenous peoples) to claim their rights was a primordial concern of the Joint Programme and their enhanced participation in understanding their situation and the awareness of their rights was crucial to engage them productively in the process of decision making with the local government units. This process helped put in place transparency and accountability and the promotion of justice in water service delivery.

The civil society was involved in the implementation of some Joint Programme activities, particularly in the IEC and in community mobilizing. Some organizations were also capacitated under the regional hubs in the roll out of the Toolbox so they may be able to assist DILG in capacitating other LGUs, in support of their advocacy for safe drinking water for all.

Some organizations were engaged in the numerous consultations that were conducted for the policy studies. The Streams of Knowledge and NAWASA were heavily involved in the development of the LCSC. The NAWASA issued a resolution adopting HRBA in the planning for small water supply facilities. In Sibagat, Agusan del Sur, a church-based organisation, Integrity - Watch for Water Anti-Corruption Group (IWAG), was involved in monitoring corruption in water governance.

iv. To what extent has the programme (whether through local or national level interventions) contributed to improving the lives of socially excluded groups?

Initial results have shown that the Joint Programme has contributed to improving the lives of the poor through the provision of safe drinking water. Where water systems are already in place, poor people have better access to water supply in terms of longer hours of availability, better quality and better service. Where the water systems are yet to be completed, we expect the same results as the LGUs have shown initiative to adopt, apply, implement and replicate the interventions in their areas.

The capacity building provided to communities provided a means and increased opportunities to socially excluded groups to participate in decisions and activities that can improve their lives. For instance, women are now represented in WATSAN Councils, and in some cases, head users' associations. Indigenous peoples have been reported to actually been applying good sanitation practices, as manifested by their participation in hand-washing activities. As water users and members of organized associations, they have been willingly paying water fees (only a minimal fee is required given their economic situation). Some tribes have entered into agreements for the protection of water sources

that are considered sacred by the group, and their leaders served as main contact of the group for dissemination of information and coordination of the activities. In one municipality, the cooperation established with the indigenous tribe has provided livelihood to a number of tribe members who were appointed as guardians of the water source.

While not specifically targeted in the Joint Programme, having access to water supply is deemed to contribute to increased health benefits to women and children, and enhanced economic, recreational and other self-development activities for women who have more free time from not fetching water over long distances and not having to care frequently for sick family members beset with water-borne diseases.

f. Describe the extent of the contribution of the joint programme to the following categories of results:

i. Paris Declaration Principles

- **Leadership of national and local governmental institutions**

Leadership of the national and local government institutions was demonstrated throughout the duration of the programme and manifested in many occasions. NEDA chaired the PMC meetings, with the active participation of DILG and NWRB, and together with the UN agencies steered the direction and pace of the programme. In addition, NEDA also led the TWG which met frequently to identify constraints to implementation and identifies and recommends (to PMC) solutions to address the issues. NEDA and DILG ensured that the issues challenging water supply provision in the Philippines are raised to the consciousness of high ranking officials from both the legislative and executive branches of government through activities such as the World Water Day celebrations and the National Executive-Legislative Dialogue.

The DILG's influence down to the municipal level is very evident, and was critical in making LGUs commit to the Joint Programme. The local level ownership of the programme is a clear manifestation of the leadership of government, and this ownership translated into how the LGU beneficiaries of the Joint Programme have either increased funds for water supply projects or replicated some of the interventions in other barangays within their areas.

- **Involvement of CSO and citizens**

As already mentioned, because the Joint Programme is essentially a right-based capacity building programme, citizens have been mobilized, encouraged and empowered to participate in the activities. Their inputs were critical in the formulation and carrying out of local sector plans and service codes.

About 200,000 local stakeholders, particularly the schoolchildren and the youth, were mobilized for the advocacies on providing water supply to Filipinos in waterless areas. Through the postcard campaign, the schoolchildren of Sibagat, Agusan del Sur let their voice, or in this case, their pens and pencils, be heard by the water district, which provided the school with water connection.

CSOs were seen as important partners for the community mobilization, in the LCSC formulation, in raising awareness and advocating for needed reforms in the sector, and in providing inputs to the numerous consultations that were conducted for the policy studies. Further, the Joint Programme trained some CSOs in the rights-based approach to capacity building as they are seen as an important network for DILG in replicating the Joint Programme initiatives in other LGUs. In fact, NAWASA already issued a resolution adopting HRBA in the planning for small water supply facilities.

IWAG was involved in monitoring corruption in water governance in Sibagat, Agusan del Sur, in such aspects as ensuring regular meetings of the WATSAN Council, transparency in the bidding process for the procurement of materials and timely payment of water dues.

It is worthwhile to note that the President of a water association in Sibagat, which was a recipient of the LCSC and mentoring is a member of the IWAG. He has been tapped by the Joint Programme to champion the pilot initiatives in various forums and has been tapped to mentor other associations in Sibagat.

- **Alignment and harmonization**

The Joint Programme was well aligned to MDG Target 7, that is, to halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation. The 2011-2016 PDP identified nine priority areas, among them, “acceleration of infrastructure development” which included water supply. The PDP prioritizes water supply for waterless municipalities.

It is similarly harmonized with the priorities and strategies of the government. The Philippine Water Supply Sector Roadmap (PWSSR) recommended that the soft aspects of water services provision should be given equal importance as the hard infrastructure. Further, it identified the weak and fragmented institutional framework and policies as a major issue besetting the sector. This situation caused significant gaps in policy implementation and enforcement, particularly the inability to deliver the commitments set under existing laws and implement targets within set timeframes. The weak regulatory environment and inadequate support for service providers resulted in low performance levels and dismal service delivery. The lack of information on sector performance and benchmarks for providers made it difficult to hold providers responsible for service improvement.³

The MDG Progress Report also noted that water supply investments were significantly low relative to the overall public infrastructure spending.

- **Innovative elements in mutual accountability (justify why these elements are innovative)**

The Joint Programme mechanism, in itself, is a first in the country where national agencies and UN agencies are both involved from conceptualization to implementation to management to monitoring of the programme, as well as in promoting the replication of the Joint Programme outputs. The creation of the TWG whereby representatives from both the government and UN sides discuss issues and agree on solutions facilitated the resolution of issues before they become bigger.

The Joint Programme processes established a governance perspective into water supply and service delivery by strengthening community participation and introducing a social contract between providers and users, the LCSC. The LCSC is a social contract mutually agreed upon by a service provider and its consumers, and reflects their aspirations, roles and accountabilities. Its implementation has shown great results critical to the sustainability of service provision such as increased membership, implementation of mutually agreed-upon tariffs, increased collection, increased involvement of community members in the monitoring and maintenance of the system and more efficient use of water.

ii. Delivering as One

³ MDG Progress Report, 2010, page 160

- **Role of Resident Coordinator Office and synergies with other MDG-F joint programmes**

The role of the Resident Coordinator's Office was strategic in ensuring that the information and communication channels were open between the MDG F Secretariat and the UN RCO's office. In most cases, its coordinative function was adequate providing guidance on guidelines and standards that were applicable across Joint Programmes. Another important role of the RCO was as co-chair of the National Steering Committee (NSC) which provided policy guidance, monitored the joint programmes and ensured that strategic decisions were made and implementation bottlenecks were addressed upon the recommendation of the PMC.

However, efforts should be doubled to overcome the fragmentation challenges posed by vertical, agency-specific systems and processes that link individual UN agency country representatives to their respective headquarters. A more decentralized approach would enable country offices to exercise more flexibility and relevance to local conditions, which will make the UN better respond to the country's priority needs.

Limited, also, were the opportunities to share information or analyze lessons learned across the MDG-F joint programmes. In some occasions, the RC Office's implementation of the Focus Country Initiative (FCI) work plan had little added-value nor appeared to have any connection since it did not provide inputs to enhance or complement the work of the Joint Programmes. This could be largely due to limited consultation with the Joint Programmes about FCI activities.

- **Innovative elements in harmonization of procedures and managerial practices (justify why these elements are innovative)**

The Joint Programme used funds downloading and direct payment modalities in the implementation of activities. Direct payment was mostly employed by DILG to facilitate procurement. NEDA, on the other hand, used the mode sparingly. In fact, it was used only towards the end of the Joint Programme (for the final evaluation and MDG-F market place/forum) when the contracts of NEDA's financial and administrative officers have elapsed. While direct payment seems to have allowed for faster implementation than downloading (although implementation was still delayed due to procurement issues), downloading is more relevant to the principles of the Paris Declaration.

For local activities, DILG also used downloading of funds to NWRB (as responsible party for the LCSC) and to LGUs and direct payment either by DILG or by the concerned UN agency. NEDA also downloaded funds for some IEC activities such as the postcard campaign and the Local Water Governance Forum. The downloading was effected through the signing of MOAs with concerned local partners (e.g., academic institution, LGU). These types of internal agreements facilitated joint activities and strengthened collaborative work among the agencies at the national level and at the local level.

- **Joint United Nations formulation, planning and management**

The joint programme is an attempt to showcase joint UN programme formulation, planning and management. It has since demonstrated both advantages and disadvantages which can be used for future initiatives to work together and use agency comparative advantages to create more impact and increase efficiency. Currently, the same principles of joint programming and management are being used in the development of the UNDAF and other joint programmes in the development stage.

Nonetheless, since each agency has its own Country Programme and interventions are usually designed according to funding opportunities. It can only be assumed that the UN Country Team will identify opportunities to capitalise on the comparative advantage of each agency and adopt the lessons learned.

III. GOOD PRACTICES AND LESSONS LEARNED

a. Report key lessons learned and good practices that would facilitate future joint programme design and implementation

The Recording of Results identifies the following good practices and lessons learned:

- Majority of the good practices are connected to **localized and/or community-based initiatives and strategies** of the LGU beneficiaries in developing and replicating earlier project outputs. This emphasizes the importance of buy-in of communities in project interventions.
- Local partners to the program have reported that they continue to conduct related activities, e.g., preparation of LCSCs, community organizing and mobilization, advocacy, among others on their own through trained personnel during the program implementation, and even through their own budget. They were able to be creative and resourceful in integrating Joint Programme activities in their own work program and regular activities. These are manifested in the following outputs and/or activities:
 - Localized or community-based information materials developed by the WATSAN Councils;
 - Replication of the LCSC to other barangays without further assistance from the program;
 - Organization of water users' associations in other barangays not covered in the program;
 - Sharing of resources and local investments to increase coverage beyond project targets;
 - Tapping on existing local capacities to facilitate implementation; and
 - Continued promotion of good hygiene and sanitation practices through existing health programs.
- LGU beneficiaries have agreed that there is still a need to deepen and sustain cooperation among communities to ensure the successful implementation of programs and projects on water and sanitation.
- Commitment is viewed as the key factor for sustainability of previous initiatives. And this can be encouraged by tapping on more local capacities (such as the WATSAN Councils) in the design, management and execution of project interventions, specifically on community organizing.
- It is important that LCEs fully understand the program especially its requirements.
- The availability and timely submission of technical reports and other documentation by consultants would have facilitated the implementation process, specifically, keeping project activities and deliverables on track. In relation to this, monitoring and reporting procedures were not strictly followed and implemented. LGU beneficiaries admitted to have neglected this important aspect in the project. Issues and concerns would have been addressed earlier if these were periodically reported to program implementers. Nevertheless, they have expressed to keep this in mind in future project implementation. Although these negative experiences may have added to the challenges of project implementation, LGUs are still positive that these can be transformed to lessons learned

and can be used as references (to do things better) for future projects on water and sanitation.

The following were also culled from the Final Evaluation report:

- The most significant accomplishment of the programme was in raising awareness that water is not just an engineering concern for installation of pipes and faucets, but a basic human right and governance issue.
- The programme provided demonstrable evidence that the poor were willing and able to pay for water supply services, as long as there is sufficient transparency and accountability in the governance system, as well effective community mobilization. It is when the community actively participates in running their own water systems that accessibility is increased and collection of fees is enhanced. In addition, communities also demonstrated that they were capable of mentoring and transferring knowledge to other waterless communities through mentoring and ‘god-parenting’.
- While the establishment of the apex body would be a strategic outcome, more efforts towards developing capacity of LGUs on innovative resource mobilization such as private-public partnerships, and developing proposals could have enhanced the Joint Programme’s contribution to the overall programme objective. This is because policies take time to translate into results, and putting more focus on activities while working within the existing policy or, in this case, institutional environment would have yielded more direct results given the limited period of implementation (3 years).
- The MW4SPs identified the required investments, thus making them useful tools for resource mobilization while the LCSCs provided a binding social contract between the water service providers and consumers. However, to ensure sustained implementation, a monitoring system would need to be established and institutionalized in DILG.
- The WATSAN regional hubs also constituted an innovative initiative with a potential to upscale and replicate the programme’s good practices to a broader coverage of waterless municipalities. While the regional hubs are initially designed as a supply side mechanism to develop capacities of LGUs, providers and users, with services either offered free or funded by donors, the hubs are seen towards supporting demand-driven programming where they are paid for their services as a sustainability mechanism and social responsibility for their clients. Approaches to capacity building, including peer-mentoring and god-parenting, provide effective alternatives to the traditional seminar and workshop methodologies.
- Since the Joint Programme funds were channeled through UN agencies, the accountability and reporting mechanisms for fund management should reside within the UN systems and structures. However, all other programme implementing and coordinating mechanisms should reside in national systems, so that these processes and results can be continued after the end of the joint programme.
- The provision and supply of safe water is a devolved function, which is a responsibility of municipal governments. In order to improve the efficiency, access, affordability and quality of water services for the rural poor, municipal governments should take the lead and use innovative approaches in mobilizing resources to build water facilities. LGUs should have capacity to explore alternative funding sources including public private partnerships and debt financing.
- Numerous government agencies are involved in planning and policy formulation for the water sector. The government has for a long time recognized that national and local targets in the water sector can only be achieved if there is reliable data to support scientific and

evidence-based decision-making for provision of water-related infrastructure. Support should be continued for the creation of an independent authority with sufficient powers and resources to formulate national policies on water resources management, regulation (quantitative, economic and service-efficient), usage, planning and conservation.

In addition, while the Final Evaluation report suggests that there was an apparent lack of convergence of the outcomes and cited as an example that the policy paper on 'Incentives Mechanisms and Partnership Modalities' in Outcome 1 could have been a module in local capacity building on innovative resource mobilization and private-public partnerships, this has actually been the idea from the start. However, start-up delays and procurement delays resulted in delays in the delivery of Outcome 1 outputs that would have delayed the capacity building had it had to wait for said outputs. Nevertheless, the outputs were made part of the Toolbox.

Moreover, it may be worth considering prescribing the use of MS Project or similar M&E software in Joint Programming where you have several agencies implementing their own activities, but which activities are actually contingent on each other. This will assist the management team identify a common critical path for the whole programme linked to each outcome's activities, trace activities which will be affected by a problem in one activity, and make necessary adjustments.

In relation to the adequacy of the 3-year implementation period, there may be also merit in possibly undertaking baseline activities prior to the official implementation of the Joint Programme in the same manner that the inception stage was provided funds prior to the official start of the programme. This is to ensure that appropriate targets are set, adequate and appropriate monitoring mechanisms are in place, and activities dependent on the baseline results will not be delayed.

The HRBA framework is permeating throughout the project cycle where communities are empowered to participate in planning and decision making processes in improving their access to safe and potable water supply.

b. Report on any innovative development approaches as a result of joint programme implementation

Innovative development approaches that resulted as part of the joint programme implementation are as follows:

- i. Community-based and right-based interventions are effective in establishing accountabilities, transparency and trust between LGUs/service providers and constituents/consumers, resulting to increased, improved and sustainable access to water services. The success of such community-based initiatives shows proof that the soft aspects of water services provision are equally as important as infrastructure provision.
- ii. Joint programme implementation underscored the critical importance of coordination (i.e. horizontally and vertically), and complementation of expertise and resources among UN agencies and also importantly within government implementing partners at national and local government level. This seemingly simple concept, but in reality more complicated, provided an avenue also for check and balance. It also promoted synergy among efforts versus those that are implemented by one single organization.

c. Indicate key constraints including delays (if any) during programme implementation

i. Internal to the joint programme

Administrative difficulties were among the key constraints which caused delays to programme implementation. These are as follows: 1) lengthy procurement procedures

significantly delayed implementation; 2) requirements (e.g., UNDP requirement for calendar year financial work plan on top of the MDG-F-required fiscal year work plan) other than what was required under the MDG-F Implementation Guidelines for transfer/release of funds to government agencies; 3) lack of a focal person from UNICEF who was involved from conceptualization to closure; and 4) protracted review by partner agencies of reports/outputs/TORs (e.g., one month to review vis-à-vis the one week indicated in workplans).

Scheduling of activities proved to be a challenge especially during the catch-up period that some personnel (both from the national counterparts and the local/LGU counterparts) had difficulty accommodating activities on top of their regular work.

Being designed to address the soft component of water supply provision, the Joint Programme partners were burdened with managing expectations of local partners (i.e., provision of hard infrastructure under the programme).

ii. External to the joint programme

Beyond the programme's control, external difficulties in the implementation of activities were encountered as follows:

- The national elections in May 2010 and the local elections in October 2010 resulted in difficulties in coordinating and conducting local activities during the campaign period particularly in (i) scheduling and siting of workshops/consultations, (ii) confirming participation, (iii) availability of local government personnel (some were running for office).
- Scheduling of presentation and discussion of policy outputs in has been difficult as the approval of the Philippine Development Plan was the top priority in the agenda during the last quarter of 2010 until the 1st quarter of 2011.
- The availability of members of relevant approving committees (e.g., Committee on Infrastructure/SCWR) has set back the presentation, discussion and decision on some outputs.
- The typhoons which hit some of the target areas have also impeded the timely implementation of local activities (e.g., Palanan, Isabela was isolated for a long period of time due to typhoon Pablo).
- Peace and order issues delayed activities in Zamboanga areas.
- Changes in the administrative/financial system of UNICEF in the third year of implementation while on catch-up mode resulted in delay in release of funds.
- Adoption/approval of the recommendations on the apex body is with the Office of the President.
- The evolving institutional set-up in the water supply sector continues to be a problem for the programme (e.g., capacity building for the Department of Health/DOH). DOH was originally part of the Salintubig program but was excluded in 2012. As a result, DOH seemed to have lost interest in the training despite the numerous follow ups through letter and email to schedule the training.
- For the final evaluation, in most cases, the results of the capacity building and especially the policy outputs are yet to materialize because it takes a longer gestation period to construct facilities and/or apply the knowledge/skills gained in the operation and management of the constructed facilities.

d. Main mitigation actions implemented to overcome these constraints

i. Internal to the joint programme

In general, to catch up on implementation which was hampered by delays, planning exercises were undertaken on a semi-annual basis to ensure completion of activities within the 3-year implementation period.

In the review of output deliverables, where a joint review by the TWG is not feasible, NEDA and DILG are strictly imposing one-week deadlines, with the understanding that should there be no comments/recommendations received before said deadline, the outputs/deliverables are deemed acceptable. To avoid future delays in the approval of the work plans, the PMC instructed the TWG to conduct the planning exercise earlier in the year (at least 2 months prior to due date) so as to have the same ready for PMC and NSC approval within one month from due date.

A permanent focal person from UNICEF has been assigned to the JP, and has agreed to take on both responsibilities. An agreement was reached with the UNICEF and UNDP focal persons that all communications requiring immediate technical or administrative inputs from said agencies will be provided to the focal persons to facilitate response/action.

The NSC has issued a Memorandum Circular urging the JPs to use the procurement process (UN or government) which will be more facilitative. In addition, the PMC urged the government partners to commence procurement as early as possible drawing on lessons learned in using UN procurement.

An agreement was reached with the UNICEF AND UNDP focal persons that all communications requiring immediate technical or administrative inputs from said agencies will be provided to them to facilitate response/action.

Additional DILG national and regional personnel have been mobilized to catch up on the delayed activities.

ii. External to the joint programme

To avert major delays from the election, the study teams have changed methodology from focus group discussions to key informant interviews, which are easier to coordinate and schedule.

Flexibility was exercised in the implementation of activities hampered by the evolving institutional set-up in the sector. In the case of the non-participation of DOH, which was originally part of SALINTUBIG, assistance of UN partners (particularly UNICEF) was solicited to engage DOH. This, however, proved to be unsuccessful.

As necessary, contract extension at no additional cost was resorted to to ensure completion of activities in conflict areas in Zamboanga.

e. Describe and assess how the monitoring and evaluation function has contributed to the:

- i. *Improvement in programme management and the attainment of development results*
- ii. *Improvement in transparency and mutual accountability*
- iii. *Increasing national capacities and procedures in M&E and data*
- iv. *To what extent was the mid-term evaluation process useful to the joint programme?*

The MDG-F Implementing Guidelines required the Joint Programme M&E Framework to include three monitoring tools: the Bi-annual Report; the Quarterly Color-coded report; and the PMC mechanism. These tools promote mutual accountability and transparency, as well as allow partners to react immediately to any potential issue/problem. In addition, the Joint Programme adopted the TWG, which meets more frequently than the PMC, as another means for monitoring progress, albeit informally.

The PMC and TWG played an important role in the M&E process in terms of providing and validating information. Local implementing partners submit information to the DILG Outcome Officer through the regional coordinators and focal persons. The NEDA Outcome Officer, on the other hand, gathers information from the focal persons of the studies. The Programme Officer consolidates the information from the DILG and NEDA

Outcome Officers and submits the draft reports for review of the TWG. Any comment and recommendations are integrated prior to endorsement to the PMC for approval. This strategy strengthens mutual accountability. To avoid delays in submission of the reports, the TWG and PMC are made to follow a strict deadline.

A simple progress monitoring program was developed for the Joint Programme. It is basically based on the outputs delivered, where 100% is given for an output delivered and 0% if not yet delivered (even if activities have already been conducted). This facilitated and simplified monitoring and reporting of the physical progress of the programme.

At the start of the Joint Programme, a baselining activity was undertaken for the 36 municipalities. DILG personnel, both national and regional, were capacitated in baseline data gathering via “learning-by-doing” with the assistance of the consultant hired.

The Mid-term Evaluation and the Final Evaluation provided an independent review of the programme, which allowed for a more critical, less biased and fresher perspective in the analysis of the design, processes of implementation, and results of the programme.

f. Describe and assess how the communication and advocacy functions have contributed to:

- i. *Improve the sustainability of the joint programme*
- ii. *Improve the opportunities for scaling up or replication of the joint programme or any of its components*
- iii. *Provide information to beneficiaries/right holders*

The IEC activities both at the national and local level increased awareness on the importance of water supply and sanitation, and the issues that the sector is faced. The World Water Day 2011 celebrations brought to the attention of the President the issues as well as the plight of waterless Filipinos straight from children through real-time video conferencing and through the Ripples of Hope postcard campaign. The recommended policy reforms and actions, resulting from the National Executive and Legislative Dialogue and the Local Water Governance Forums were also presented to him.

The Water Stories told the stories of millions of Filipinos without access to clean water as through videos by youth filmmakers. One video was used in an international competition. The videos were also used by the Bacolod City Water District as a means to raise awareness amongst students.

The Water is Life photos, meanwhile, were largely used in various forums (e.g., Byaheng Pinoy, League of Municipalities General Assembly, NAWASA General Assembly) and utilized by agencies including the Department of Environment and Natural Resources (DENR) for IEC activities. Together with other collaterals (e.g., factsheets), interest was generated to replicate the same in other LGUs. The same were also presented in bilateral discussions with donors with some interest expressed by USAID.

Presentations of good practices and testimonials by local champions during the MDG Forum and Marketplace entitled “Forging Cooperation and Promoting Tools to Achieve the Millennium Development Goals” under the Focus Country Initiative also generated interest from other potential partners.

The IEC collaterals developed at the local level were also utilized by the LGUs for their related campaigns (e.g., hand washing activities).

g. Please report on scalability of the joint programme and/or any of its components

- i. *To what extent has the joint programme assessed and systematized development results with the intention to use as evidence for replication or scaling up the joint programme or any of its components?*
- ii. *Describe example, if any, of replication or scaling up that are being undertaken*

iii. *Describe the joint programme exit strategy and assess how it has improved the sustainability of the joint program*

The Joint Programme developed an Exit Strategy and Sustainability Plan that outlined the integration of sustainability mechanisms and advocacy for replication/up-scaling of interventions piloted under the programme. In addition, the Joint Programme received an additional US\$300,000 to further strengthen and enhance the achievement and sustainability of results of the programme.

The training of trainers from DILG, NEDA, NWRB and Salintubig partners (partnering with Salintubig has also increased the programme outputs' replicability in other waterless municipalities) is in itself a sustainability mechanism of the programme. The Local Government Academy (LGA) has also been trained and provided the Toolbox so it can be shared amongst its network of capacity building service providers.

The biggest scale up activity of the Joint Programme is the establishment of regional hubs, with 10 hubs created and capacitated under the programme. With these hubs, DILG's reach and capacity nationwide in terms of providing capacity building (rollout of the Toolbox) to LGUs has increased. The draft Mid-Term Update of the 2011-2016 PDP lists strengthening of the hubs as a strategy towards improving access to water supply.

Through the combined promotion and advocacy efforts of the implementing partners in the Philippine Development Forum (PDF) – Infrastructure Working Group – Sub-Working Group on Water Supply and Sanitation, support for additional hubs or additional strengthening of hubs has been solicited (UNDP and USAID funds). UNICEF has also pledged to complete the Toolbox with sanitation tools/modules. Donor partners and concerned line agencies are also made aware of the magnitude of investment requirements needed to meet water supply targets by 2016 and by 2025 so they may align their assistance/programs accordingly.

Coordination with potential “godparents” (e.g., Local Water Utilities Administration, Water Districts) has been initiated for mentoring of small water service providers.

The knowledge products (factsheets, study reports), documentation of results and regional sharing activities were aimed at presenting compelling evidence of the gains that can be achieved by also addressing the soft aspects of water supply provision. These were showcased to a wide range of potential partners for up-scaling/replication, which include LCEs, politicians, service providers, civil society representatives, donors and other potential investors.

At the local level, having observed the actual gains from the activities under the Joint Programme, some of the LGU-beneficiaries have started replicating the initiatives on their own using their own funds.

IV. FINANCIAL STATUS OF THE JOINT PROGRAMME

a. Provide a final financial status of the joint programme in the following categories:

1) Total Approved Budget; 2) Total Budget Transferred; 3) Total Budget Committed and 4) Total Budget Disbursed

UN Agency	Total Budget Transferred (US\$)	Total Amount Committed (US\$)	Total Amount Disbursed (US\$)
UNDP	4,134,813.00	4,134,813.00	4,134,530.34
UNICEF	1,540,187.00	1,540,186.95	1,493,170.13
Total	5,675,000.00	5,674,999.95	5,627,700.47

b. Explain any outstanding balance or variances with the original budget

For UNDP, the difference between disbursed and budget transferred is merely the maintaining balance for the DILG account, the closing of which is currently being processed.

For UNICEF, the difference between the committed amount and the disbursed amount is based on payments of contracts for services that need to be settled soon as invoices are issued, specifically, for the final evaluation consultant and additional printing of the manuals and guidebooks.

V. OTHER COMMENTS AND/OR ADDITIONAL INFORMATION

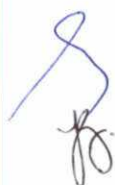
The Joint Programme has received various recognitions as follows:

- (1) Invitation to speak in at least 3 global forums (World Water Forum, Water Integrity Forum, Stockholm International Water Institute Water Month);
- (2) Included in an upcoming UN Sourcebook on human rights mainstreaming as one of the best practices using HRBA; and
- (3) Global citation as best project on sector-focused anti-corruption initiative through its water integrity component (Global Partnership Against Corruption and Development Effectiveness or PACDE).

VI. CERTIFICATION ON OPERATIONAL CLOSURE OF THE PROJECT

By signing, Participating United Nations Organizations (PUNO) certifies that the project has been operationally completed.

UN AGENCY	NAME	TITLE	SIGNATURE	DATE
UNDP	Toshihiro Tanaka	Country Director		01 Oct. 2013
UNICEF	Tomoo Hozumi	Representative, Philippine Country Office		24 Sept. 2013


Tim Gwene