



Evaluation of the WASH/PHAST and Cash for Work component of the project “Emergency and Early Recovery assistance to people affected by Tropical Storm Washi in the Philippines”

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March 2013



In cooperation with:



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Acknowledgements

The authors would like to give special thanks to all the staff of the Philippines Red Cross in Manila and Mindanao who contributed to this evaluation exercise, especially the Chapter staff and volunteers of Iligan City and Cagayan de Oro who translated, provided documentation and answered our questions, and organised many discussions with the communities they work with. Their experiences, views and hopes have greatly informed this report. We would also like to thank the German and Spanish Red Cross for their invitation to undertake this review, their efficient logistics and their open and constructive input into this process. The two authors take full responsibility for the content, conclusions and recommendation in this report and believe it accurately reflects the projects achievements and areas for further development.

List of abbreviations and acronyms

ACF	Action Against Hunger International
BAWASA	Barangay Waterworks and Sanitation Association
BHW	Barangay health worker
CBV	Chapter based volunteer
CDO	Cagayan de Oro
CFW	Cash for work
CHV	Community health volunteer
CTP	Cash transfer programming
CWA	Community water association
DSWD	Department of Social Welfare and Development
ECHO	Humanitarian Aid and Civil Protection department of the European Commission
FGD	Focus group discussion
GRC	German Red Cross
GWSI	Global Water and Sanitation Initiative
HH	Household
HHPER	Health and Hygiene promotion in Emergency Response
HP	Hygiene promotion
HQ	Headquarters
ICWS	Iligan City Water System
IEC	Information, Education and Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
KAP	Knowledge, attitudes and practice
KII	Key Informant Interview
LGU	Local government unit
M&E	Monitoring and evaluation
NGO	Non governmental organization
O&M	Operation and maintenance
PHAST	Participatory Hygiene and Sanitation Transformation
PNS	Partner National Society
PRC	Philippines Red Cross
RCRC	Red Cross Red Crescent
SRC	Spanish Red Cross
ToR	Terms of reference
WASH	Water, sanitation and hygiene (UN notation)
WatSan	Water, sanitation and hygiene (RCRC notation)
WHO	World Health Organization

1. Executive summary

Following Tropical Storm Washi (local name Sendong) in December 2011, the Philippines Red Cross (PRC) were among the first responders and supported communities with emergency relief (search and rescue, food and non-food items and hygiene kits) and then early recovery activities (shelter, livelihoods and hygiene promotion).

PRC together with the German and Spanish Red Cross Societies and with funding from ECHO, implemented the project 'Emergency and Early Recovery assistance to people affected by Tropical Storm Washi in the Philippines' from May 2012 to March 2013. This intervention was a continuation of the immediate assistance provided from January to March 2012 following TS Washi and aimed to improve the water, sanitation and hygiene conditions of 7,000 affected households.

While activities continued to address immediate water needs, the project focused on early recovery activities, including re-establishing water supplies and environmental sanitation. Hygiene awareness was strengthened through the PHAST process and water and sanitation infrastructure was restored using both contractors and community labour through Cash for Work (CFW).

An internal evaluation was commissioned by the German and Spanish Red Cross together with the Philippine Red Cross, the principle implementer in early 2013. The main objective was to document the success, gaps and lessons learnt of the WASH-software and accompanying CFW activities implemented Iligan City and Cagayan de Oro in North Mindanao.

This evaluation reviews the project methodologies used and the results and the impact on the communities assisted where discernible. Specific recommendations are provided to inform future use of WASH software approaches and the use of CFW to support early recovery activities and its wider application as once component of cash transfer programming being increasingly used by the National Society. Project activities and their results were also captured through audio visual methods including a short video and various short case studies. These will be disseminated to through the Federation website to share learning from these post disaster WASH interventions.

Summary of findings

The WASH software including the use of PHAST and HHPER and WASH committees have been dynamic and flexible in their approach with more emphasis on behavioural change and less on community management. The PHAST/HHPER has proven effective due to its ability to adapt to varying needs (both emergency, urban and rural) and its use of varying communication channels and ability to incorporate different topics.

Information provided by the pre and post KAP studies and the FGDs undertaken indicate that the intervention has assisted people to understand the risk of sickness due poor sanitation conditions and hygiene practices. It was not possible during the short evaluation visit to cross check the information through direct observation in a larger number of households.

The participatory methodologies used were well accepted by the communities and the PRC had existing locally adapted IEC materials and a pool of PHAST trainers which allowed hygiene interventions to start quickly in the first phase of the emergency response. The very limited participation of men as Community Health Volunteers (CHV) and PHAST member was a weakness which should be addressed in future interventions. Adjustments should take into account cultural and domestic norms of household labour division, the timing of the PHAST sessions and also recognise that early in a response there may be a number of other work opportunities attracting male labour from other projects taking place.

It is also recommended to further adapt the PHAST flash cards and IEC materials to the Filipino context and translate into the local vernacular Tagalog. The proposal of developing PHAST toolkits and materials for adult and child use in rural and urban settings should be investigated further. Household water treatment and safe storage should be incorporated into the hygiene promotion sessions and in the adapted Hygiene Promotion box for next intervention¹.

The link between the software and hardware components was insufficiently strong, due in part to the early pre selection of WASH facilities to re-establish access to sanitation facilities which were not linked to the PHAST group discussions. Project staff also felt that the PHAST sessions did create demand for the facilities constructed and acknowledgement of their need which translated into improved use.

It is recommended to improve and adapt the monitoring templates for volunteers so that findings, conclusions and issues outstanding from the PHAST session discussions are properly recorded. Gender desegregation of data should be included in all monitoring formats.

The WASH software has contributed to community awareness and helped build capacity for continued action through the established WASH committees and community action plans, which are a step towards future sustainability.

The intervention has trained and helped establish the legal existence of the various water committees. It is suggested to remove any perceived link between the WASH committees and PRC to ensure that future management and maintenance is clearly understood to be the responsibility of the community. The number of procedural steps to complete to establish BAWASA committees limits their potential for use in a shorter timeframe emergency response. It is also recommended to investigate further regarding the best WASH committee's option for next emergencies interventions.

Future interventions should undertake a complete package of water and sanitation facilities in and around the schools. If budgets are restricted then a fewer number of schools should be targeted. School committee duties should be reinforced within the school curriculum linked to lesson content on hygiene practices and environmental sanitation, promoting consolidation of knowledge and practice. A post intervention school survey should be completed to better understand positive change and help tailor hygiene promotion activities and messages.

Increased and proactive participation in the Wash Cluster both by the PRC and the PNS delegates will facilitate greater information exchange and improve the quality of the response being undertaken. Closer working relations facilitate overall coordination and reduce chances of duplication. PRC's programming experience in participatory hygiene promotion is a rich technical resource that can be shared more widely with other agencies.

The CFW component of the project was reviewed against a set of good practices and the evaluative criteria laid out in the Terms of Reference. Elements of good practice included; inclusiveness, community participation, work completed and its contribution to the overall project, payments in terms of adequacy and timeliness, work safety, coordination and where possible contribution to household income.

¹ Adaption of the PHAST materials has since taken place for their use in the TS Bopha response in early 2013. The hygiene promotion box has also been adjusted and piloted.

The design and operationalization of cash for work was impressive with the systems based on experience and good practice developed by other agencies using this modality in the Philippines. The project established detailed CFW systems and procedures in a period of less than 3 months which were used to complete 54 separate rehabilitation initiatives within the project timeframe. Procedures established and PRC staff managing these have since supported the Typhoon Bopha (Pablo) response.

In addition to this overall achievement, CFW activities undertaken have demonstrated a number of strengths. These include worker selection that ensure the most vulnerable had the opportunity to participate. While the principle purpose was to construct and repair WASH infrastructure, with over 35 per cent of the CFW schemes lasting more than 10 days this offered a significant contribution to the household income for those that joined. In the absence of regular post distribution monitoring, anecdotal information suggested much was used to meet basic needs. Due attention was paid to the safety and welfare of the workers with first aid available and the provision of protective clothing. Workers interviewed were happy with management and payment procedures, all reporting they were well briefed on their tasks. Cooperation with the barangays was very good with local government officials grateful for the consistent and on-going coordination with the PRC. Barangay representatives were aware of the different components of the project and their different responsibilities. PRC was repeatedly acknowledged as the first assistance to arrive and the last to leave. Barangays were also aware of the community action plans submitted by PHAST groups and some gave an indication that funds may be available to maintain some of the infrastructure renovated.

Challenges were also noted. These included the limited involvement of women, the disabled and elderly in the CFW and steps to improve this based on the experience of other agencies should be taken. The retention of unskilled workers for more than 15 days may contravene labour regulations and it is advised that service contracts should be used in such circumstances. Volunteer insurance should be incorporated into such projects and PRC liability in the event of a major worker accident should be reviewed.

Regarding the use of CFW more generally, it is recommended that this modality be used for larger scale works which have a clear community benefit; work not undertaken by the local government and too large to be met by community self-help mechanisms. If used in the immediate aftermath of a disaster, care should be taken that this is for a limited duration and does not undermine the existing community self-help initiative on which future maintenance of such works may depend.

Finally the PRC should now take a step back to review the CFW experience and procedures and formally incorporate these into its wider Cash Transfer Programming (CTP) procedures to share with all chapters and PNS. They should also be shared with ICRC who are embarking on CFW activities. It is also recommended that additional capacity be provided to the Social Services department of PRC who administer all payments related to CFW and other cash grant programming to allow the experienced cash transfer point to focus on further developing and institutionalising CTP within the National Society.

2. Introduction

Tropical Storm Washi (local name Sendong) made landfall on northern Mindanao on the 17th December 2011. Iligan City and Cagayan de Oro along with 25 municipalities sustained heavy damage from the initial storm and the heavy floods that followed. The Philippines Red Cross (PRC) was one of the first to respond supporting search and rescue, then providing urgently needed food and non-food items and hygiene kits. With the support of Partner National Societies (PNS) the PRC assisted the early recovery of the storm affected population through shelter and livelihoods assistance.

The German Red Cross, together with the International Federation of the Red Cross and Red Crescent Societies (IFRC) received funding from ECHO for the initial phase of the disaster response from December 2011 to March 2012. This primary response intervention included hygiene promotion activities using the Participatory Hygiene and Sanitation Transformation (PHAST) approach. Further funding was received from ECHO under a consortium of German and Spanish Red Cross with the project title; Emergency and Early Recovery assistance to people affected by Tropical Storm (TS) Washi in the Philippines, [ECHO/-XA/BUD/2012/92001]. The project period was May 2012 to February 2013, although due to a delay in approval, a one month extension was provided.

The objective of this intervention was to improve the water, sanitation and hygiene conditions of communities affected by TS Washi focusing on three result areas;

1. The emergency needs of communities initially met through water trucking, including the installation of additional water distribution points and improvement of water and sanitation facilities in the emergency evacuation centres.
2. Access to clean water through rehabilitation/reconstruction of the water supply systems, alternative water sources (hand pumps, wells, rain water harvesting systems) and the establishment of WatSan committees, (locally termed Barangay Waterworks and Sanitation Associations or BAWASA).
3. Improvement of sanitation facilities and hygiene practices in the communities through improvement/rehabilitation of drainage canals, debris clearing and implementation of PHAST/HP program targeting 7,000 community beneficiaries and 5,000 school students.

The project was developed and implemented in the six barangays in Iligan City including Upper Hinaplanon, Proper Hinaplanon, Santiago, San Roque, Santa Felomina and Santo Rosario. In Cagayan de Oro two barangays were initially targeted; Puntod and Bonbon although an extension of the canal and drainage works later incorporated Kauswagan and Macabalan. The 7,000 families targeted were selected through a door to door household listing undertaken in July 2012, which ranked families against nine criteria to assess their relative vulnerability. The Household listing was also used to select unskilled workers for CFW activities.

This intervention was a continuation of the immediate assistance provided following TS Washi. While activities continued to address immediate water needs, the project focuses on early recovery activities, including re-establishing water supplies and environmental sanitation. Hygiene awareness was strengthened through the PHAST process and water and sanitation infrastructure was restored using both contractors and community labour through CFW.

This internal evaluation was commissioned by the German and Spanish Red Cross together with the Philippine Red Cross, the principle implementer. It has assessed the methodologies used, the result visible and where discernible, the impact for communities in Iligan City and Cagayan de Oro. It provides specific recommendations to inform future WASH and CFW interventions to inform their wider application by PRC and RCRC Movement partners in the future.

More specifically, this evaluation aims:

- To document the success, gaps and lessons learnt of the WASH-Software and accompanying CFW activities implemented Iligan and Cagayan de Oro, in North Mindanao, following TS Washi.
- To assess the adequacy and efficiency of tools and methodologies used in this WASH/PHAST program to approach communities and to implement the activities.
- To evaluate the impact and sustainability of the results obtained with the WASH/PHAST program, documenting the good practices to be replicated and the critical points to avoid in future intervention within similar context.
- To make recommendations as to how to sustain the efforts towards increased quality in the Philippines in terms of WASH/PHAST programming.
- To increase institutional learning and improve the effectiveness in designing, executing, monitoring and programming in PHAST methodology linked with the small-scale community mitigation activities implemented through Cash for Work.
- Assess the design and use of CFW making recommendations for further improvement and its integration into the PRC's cash transfer approaches, complementing the provision of conditional and unconditional grants in other projects.

This evaluation does not review the project in its entirety, rather it focuses predominantly on the WASH/PHAST and Cash for Work (CFW) components.

- Major debris and dispersed garbage have been removed and cleared through community mobilization using CFW in 6 highly affected barangays.
- Clogged drainage channels have been cleared and basic sanitation facilities improved through paid community work through CFW in 3 affected barangays.
- At the end of the project, hygiene practices and maintenance of sanitation facilities has been improved through PHAST intervention with 7,000 community members, teachers and students.

The two terms of reference for the WASH/PHAST and the Cash for Work component are given in Annex 1 TORs for the Evaluation.

WASH/PHAST

For the purposes of this evaluation the term WASH/PHAST intervention in this project is understood to include the whole software component of the WASH project. The terms software and hardware are frequently used to refer to different components of a WASH programme. Software refers to the community aspects of the intervention; changes in hygiene practice and community management and maintenance of facilities. Hardware refers to physical infrastructure constructed or renovated which included wells fitted with hand pumps, latrines, drainages, pipelines, rain water catchment systems, stand pipes and water tanks.

To avoid misunderstanding this evaluation uses the broader term of **WASH software**. This followed the software approach of the PRC in this intervention and included the following activities:

- Training of 39 PRC facilitators and 140 Community Health Volunteers (CHV)

- Community sessions using the PHAST² methodology together with HHPER³ undertaken from August 2012 to January 2013
- Knowledge Attitudes and Practices (KAP) survey before and after
- Project monitoring and evaluation tools
- Lessons learnt workshop
- Development and reproduction of IEC materials
- Information dissemination campaigns
- Establishment of community and school water committees

The software activities were run parallel with the hardware component. All construction and rehabilitation activities utilised CFW except the construction of wells with hand pumps which were contracted to private companies.

The software implementation during the TS Washi operation had different phases depicted in the diagram below. Objectives and approaches to support activities changed over time. This evaluation focuses predominantly in the recovery phase, from May 2012 to March 2013 although reference is made to the earlier PHAST activities undertaken in the initial 3 months of the TS Washi response.

Figure 1. PRC Washi software implementation strategy and activities over time



Source: project records, March 2013

Cash for Work

The early recovery aspect of this project employed CFW to mobilize communities to improve water supply systems and environmental sanitation more generally through clearing and rehabilitating drainage. These actions were designed to complement the WASH/PHAST activities and contribute to the project objective of improving the water, sanitation and hygiene conditions of communities affected by TS Washi. In total, CFW has been used for 54 separate rehabilitation initiatives which are summarised in Annexes 5.2 and 5.3.

² PHAST Step by Step Guide: A participatory approach for the control of diarrhoeal disease. WHO 1998

³ Health and Hygiene Promotion in Emergency Response (HHPER) is a tool that guides the Philippines Red Cross 143 Community Health Volunteers to deliver messages on personal hygiene, environmental sanitation, access to safe drinking water, proper food handling, vector-borne topics and sexual and reproductive health

This was the first time PRC has used CFW with the project taking responsibility for developing and piloting the systems and procedures for this methodology. This review looked at how CFW has been used in this first application and makes recommendations for further improvement. With focus on the CFW mechanism, this review has not looked in detail at the design or appropriateness of the rehabilitation and renovation works beyond their meetings a general need for WASH improvement. The integration and support to the WASH/PHAST methodology is touched on where links or gaps were seen with some suggestions for improvement in future projects of this kind.

3. Evaluation criteria and methodological approach used

This evaluation process included an review of documentation, a one day orientation and briefing with the Philippines, German and Spanish RC in Manila, a field visit from the 8th to 12th March to visit four barangays of Iligan City, (Santiago, San Roque, Hinaplanon and Upper Hinaplanon) and two barangays in Cagayan de Oro (Bonbon and Puntod), then two further days in Manila to debrief and provide an initial analysis of findings. Comments and clarifications were then sought on the draft report which informed the final evaluation report.

Different methods have been used during the evaluation /review as follows:

Desk research:

A review was completed of project proposals, the intermediate report and other relevant documentation provided before and during the evaluation visit.

Household surveys

A KAP (knowledge, attitude and practices) baseline survey of 700 households (500 in Iligan and 200 in Cagayan de Oro) was undertaken in January 2012 with a follow up end line in January 2013 after the completion of the PHAST activities. This assessed the extent to which the project had impacted on key knowledge, attitude and practices in hygiene and sanitation in the communities, using established indicators. This assessment did not however include a control groups (households in non-intervention areas), to strengthen the basis for comparison. The KAP analysis and results is given in Annex 4.1.

Key informant interviews

Key Informants interviewed included; PRC leadership and management, staff and volunteers, barangay officials and other government representatives, community leaders and individual community members having a specific role in the soft and hardware components of the programme. Details of those met are given in Annex 2. List of persons interviewed, FGD and sites visited.

Transect walks and individual discussions were also used to get a visual impression of the ongoing and completed project interventions, providing opportunities to talk to residents and other community members about their knowledge and participation in the project, and their views on the outputs. Visits were made to the majority of work sites in the two locations Iligan city and CDO. (see Annex 2).

Focus Group Discussions (FGD) were carried out in communities benefiting from the PHAST activities and CFW and also in the schools assisted by the project. This offered the opportunity to collect primary data and triangulate information from other sources. Beneficiary perspectives through testimonies are a particularly useful way to gain a better understanding of the effectiveness of both aspects of the project including community understanding of key hygiene messages, the implementation of the cash for work activities, training effectiveness and a sense of how well the project addressed both gender and vulnerability issues. FGD were undertaken in a sample of locations where both PHAST and rehabilitation activities had been carried out. Types of groups

varied from PRC management and staff and groups of volunteers, community leaders (Barangay Captains and purok leaders⁴) to WASH committee members (BAWASA, Community Water Associations and schools) and community members currently or previously involved in CFW. Focus group discussions were guided by key question checklists, for further details please see Annex 3 Data Collection instruments.

Knowledge/Experience sharing

The evaluation team was accompanied by a Communications and Reporting Officer from IFRC, Afrhill Rances, an a camera man that also captured through audio visual methods project activities and their results. A short video, various short case studies and testimonies has been published on the IFRC website and in the WASH face book page:

<http://www.ifrc.org/en/news-and-media/news-stories/asia-pacific/philippines/philippine-red-cross-volunteers-empower-communities-to-prevent-the-spread-of-disease-62066/>

4. Analysis of the reviewed information

4.1 WASH - Software

The project utilised PHAST, a participatory methodology to increase awareness, promote improved individual practice and promote community responsibility in terms of hygiene and sanitation.

The PHAST⁵ methodology generally includes;

- Increased knowledge of hygiene and improved hygiene practices⁶
- Prevention of diarrheal diseases⁷
- Encourage community management and sustainability for water and sanitation facilities.

The PHAST approach does this by:

- Demonstrating the relationship between sanitation and health
- Increasing the self-esteem of community members
- Empower the community to plan environmental improvements and to own and operate water and sanitation facilities
- Encourage participation of individuals.

Participatory methods encourage the participation of individuals in a group process and it is important to have a balanced participation of women and men, the elderly, students, the disabled and other disadvantaged groups.

The core elements or minimum standards to meet when using the PHAST approach can be covered in three main topics⁸:

4.1.1 Enabling factors for good PHAST programming: this section includes those organizational factors that contribute to the success of PHAST programmes.

4.1.2 PHAST in action (methodology used during assessment and planning, implementing and monitoring): this section contains topics related to PHAST training and deployment in the communities.

⁴ A purok is the smallest local government administered unit, seen to represent the community

⁵ PHAST Step by Step Guide: A participatory approach for the control of diarrhoeal disease. WHO 1998

⁶ Information sources include focus group discussions, key informant interviews, KAP studies and direct observation

⁷ Barangay health centre records

⁸ Checklist and Guidance Notes: Evaluating Red Cross / Red Crescent PHAST (Participatory Hygiene and Sanitation Transformation) programmes, WatSan / HP Unit, IFRC Geneva Secretariat, August 2009

4.1.3 Link between PHAST, the hardware component and community management systems.

4.1.1 Enabling factors for good PHAST programming

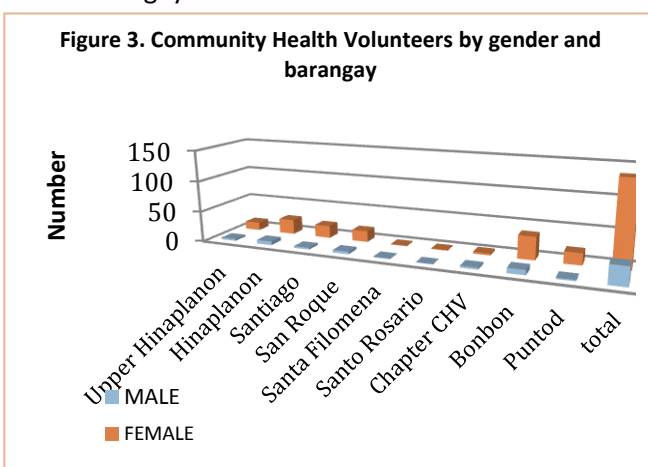
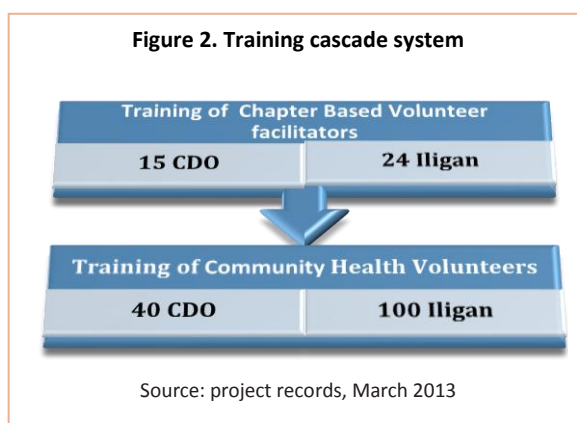
- The PHAST methodology is an established part of the WatSan programming of the PRC, first introduced in 2009.
- Another tool used by PRC for emergency context is Health and Hygiene Promotion in Emergency Response (HHPER)⁹.
- The PRC has been implementing PHAST before TS Washi in other provinces together with Spanish RC, German RC, IFRC and other Partner National Societies (PNS).
- There was a pool of PHAST trainers and supervisors in the HQ and provinces. PHAST toolkits and monitoring formats were developed and piloted prior to TS Washi. The PRC PHAST toolkit and flash cards are based on the standard IFRC Hygiene Promotion Box (flash cards for Asia).
- The target population, the Chapter staff and volunteers of both Iligan City and Cayanagan de Oro (CDO) were not familiar with participatory approaches. They were more familiar with teacher centred approaches, and participatory facilitation skills and the confidence of volunteers had to be developed.
- None of the other aid agencies supporting the TS Washi response had used participatory methodologies for hygiene promotion prior to the disaster. It took them time to develop, translate and pilot the materials which delayed their delivery¹⁰.

4.1.2 PHAST in Action

Assessment and planning

PHAST training cascade system: PHAST trainings followed a cascade system (Figure 2) which included; One (1) training of facilitators (ToT) for the Chapter Based Volunteers (CBV) followed by training of Community Health Volunteers (CHV) in the PHAST approach. The training was divided in three stages; training for steps one to five (3 days) then steps five and six (1 day) and a final day for step seven. The findings of the baseline KAP in January 2012 also influenced the hygiene promotion messages in the PHAST/ HHPER sessions.

A total of 140 CHVs (Figure 3) were recruited to work in their barangays.



They were responsible for a number of activities including;

- household listing
- hygiene kit distribution
- forming PHAST groups
- mobilization their community for the debris and solid waste cleaning campaigns
 - identifying individuals for cash for work delivering key hygiene messages
 - rehabilitating drainage and other related health/hygiene promotion activities.

⁹ Health and Hygiene Promotion in Emergency Response (HHPER)

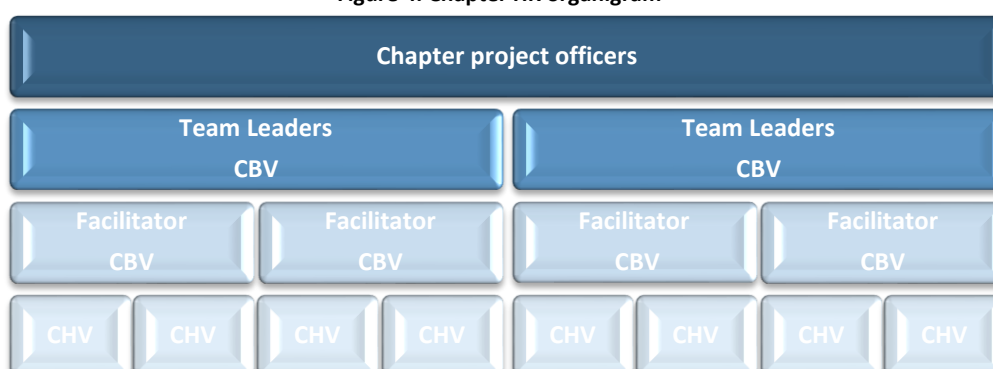
¹⁰ The WASH cluster lessons learnt report for TS Washi (Sendong), 2013 (annex 4.5)

Community Health Volunteers had to be 18 years or older, able to read and write in their local dialect and respected by other community members. Participants for the PHAST process were selected via the household lists which incorporated various vulnerability criteria, (see Annex 6.1). The project provided sufficient resources to effectively undertake the various tasks for the selection and start up processes.

Implementing and delivering

Community Health Volunteers (CHV) mobilized their communities to undertake the 17 step-by-step PHAST/ Health and Hygiene Promotion in Emergency Response sessions and maintained an active link with their communities and the CBVs facilitators, reporting back to their CBV team leaders regularly on activities undertaken. PHAST sessions were planned with complementary health, HHPER activities and others activities including drama groups and developing songs for hand washing.

Figure 4. Chapter HR organigram



Source: Project Chapter organigram Annexes 6.1 and 6.2

PRC Chapter project officers, CBV team leaders together with CBV facilitator (per barangay) ensured that networks of CHV were recruited, trained, motivated, supervised and monitored (Figure 4). Thirty nine facilitators were recruited from the pool of experienced and skilled CBV that had delivered the PHAST process previously. Preparation sessions (called dry runs) were held two days before which allowed CHV to practise and strengthen their delivery. These dry runs were essential to build the confidence of CHVs to exchange experiences, review PHAST progress and strengthen their skills by holding refresher sessions. Following this preparation, PHAST facilitators and CHVs informed the barangays captains and purok leaders the time and place for the next PHAST/HHPER session.

The PHAST/HHPER sessions were attended by 6,365 household members and 5,419 students during the period August 2012 to January 2013 (Table 1).

Table 1. PHAST/HHPER Intervention coaching systems and target population

Chapter	Facilitator CBV	CHVs	Target families	Target population reached with sessions	Students reached HP	Teachers mobilized
Total	39	140	7000	6365	5419	15
CDO	15	40	2000	1925	1211	0
Iligan City	24	100	5000	4440	4208	15

Source: PRC project records

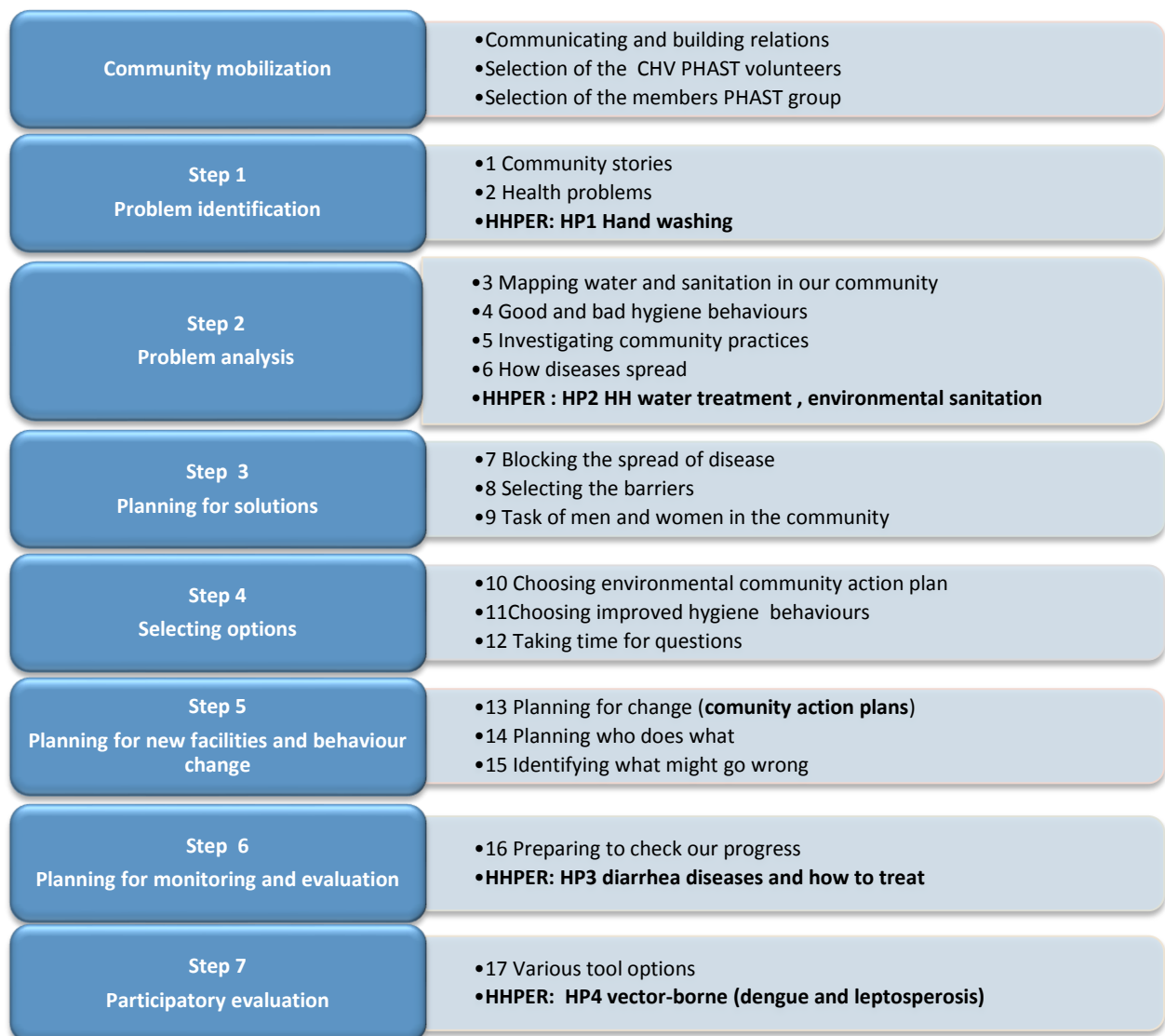
The CHV with facilitator support conducted a PHAST session every two weeks which lasted for 2 to 3 hours. CHV facilitated the same groups. The group size varied but was often 30 to 50 per facilitator which was high. A size of 15 to 20 is considered effective.

Community participation was reported to be very active (please refer graph above) with incidents of disruptive characters small. The CHV said they were generally confident and happy to deliver the

sessions. The IEC, visual aids and flash cards were effective and appreciated by participants. Adults did not consider the pictures to simple. Some mentioned the cards could be larger in size and that some everyday hygiene practices or facilities were missing.

Participation levels increased over time with adjustments in days and times for sessions, better meeting peoples household schedules, (normally Fridays and Saturdays) and the creativity of the PHAST facilitators to incorporate new activities to make the sessions more attractive.

Figure 5. PHAST/HHPER combined Steps and activities model



Monitoring and evaluation

The project proposal included specific activities for PHAST monitoring systems and resources allocated were sufficient. A clear monitoring and reporting templates were used by the project. Templates were developed for CHVs, CBV facilitators, CBV team leaders and project officers (Figure 4 and Annex 6.1 and 6.2 HR organogram of the chapters). These were reported to be burdensome with considerable data collected which was not always directly used by Chapter management to adjust project activities if required, or for reporting purposes.

A KAP survey followed the PHAST standard baseline questionnaire and provided indicators on current knowledge and practices related to sanitation and hygiene. This information also informed the PHAST session content. The KAP end-line¹¹ informed the final monitoring processes and this evaluation.

4.1.3 Link between PHAST, the hardware component and community management systems

Within the PHAST methodology, any hardware activities should begin once step five 5, (planning for new facilities and behaviour change) is complete. This is after the community have agreed the roles and responsibilities for community management of the hardware proposed. The project was challenged in applying this given the many of the construction and rehabilitation works were identified at the start of the project. The proposal included pre-determined construction elements which had not been agreed with the respective communities. In addition, during the delivery of the software activities, no specific link was made between the PHAST groups and the WASH committees, (BAWASA, CWA and school committees).

In practice, PHAST step four (*selecting options*) and step five (*planning new facilities and behaviour change*) did not produce the standard water and sanitation management plan but were replaced with a community action plan with the purpose of requesting future barangay support to maintain the hardware being supported by the project. Community action plans have incorporate a variety of activities, (debris cleaning, drainage improvement, hand pump installation, solid waste disposal, livelihood activities, construction or preparation of evacuation centres, gardening, communal toilets) in which the role of community leadership, self-help and management is minimal. Action plans have been submitted to the barangays and responses are awaited.

In terms of management and maintenance, there are three different WASH committees recognised and supported by the project; the BAWASA, the CWA, and schools. Each of them have different objectives and responsibilities.

A BAWASA is a barangay recognised water committee¹², made up of community members responsible to own, operate and maintain their local water and sanitation facilities. Their duties

include; donating land/property for the facility, manage and maintain the facility, collect monthly water subscriptions and observe rules and regulations approved by the Board of Directors. BAWASA training includes; organisational development, book keeping and accounting, general hygiene and sanitation and operations and maintenance for deep/shallow wells and hand pumps.



Testimony 1 : Water Comitee member

Photo: Afrhill Rances/IFRC

Charie Sugabo, secretary of the CWA in Barangay Santiago, Iligan City, narrates her story as one of the active members of the committee. A mother of one, she says that the residents have been cooperative especially in maintaining the water and sanitation facilities installed in their community.

¹¹ Please refer to the KAP analysis given in Annex 4.1

¹² Refer to Annex 4.2, 4.3, Constitution and Internal Guidelines for BAWASA and the training curriculum

A Community Water Association is a standard barangay association established by Iligan City Water Works (ICWS) to monitor and control usage of piped water in communal tap stands. They are also responsible for maintenance which is covered by user fees which the CWA help collect. Training, their constitution and internal guidelines are provided by ICWS. This is the first time PRC has worked with CWAs.

School Water and Sanitation Committees are responsible to improve overall hygiene behaviour of pupils to prevent diarrheal diseases and manage the WASH facilities in the school (water systems, latrines and refuse management). The School WatSan Committee includes the principal, a teacher, two students and a member of Parent-Teacher-Association.

The schools received five sets of flash cards and large posters from the HHPER materials and also IEC materials related to disaster risk reduction. Teachers used these materials during science and history lessons and said they helped increase student’s interest in the topics being discussed.

4.2 Cash for Work

The evaluation utilized eight broad areas¹³ of design and delivery to assess the overall success of the CFW component of this project. These relate to levels of inclusiveness, community participation, task completion and its contribution to the project/programme, fair and adequate payment for the work done, a safe working environment, timely payments, contribution to household income and levels of coordination achieved. Issues arising related to more the general design, the operations and delivery of the CFW component were included as a ninth area of this review.

4.2.1 Inclusiveness, including women and men, the elderly, disabled and other disadvantaged groups

- To select unskilled workers from more vulnerable households, the project used the selection criteria in the household listing. While this appeared adequate for Iligan City, the lack of an indicator related to household income presented challenges to Cagayan de Oro who undertook a second round of household listing following guidance provided by DSWD. This second round of HH assessment to identify unskilled workers took significant additional staff time and resources, adding to additional delays in start-up.
- Both processes to identify unskilled labour had limited provisions to encourage the participation of both women and other socially and physically vulnerable groups.
- Steps taken by other agencies to identify lighter areas of work such as supervisory roles for assigning to women were not adopted. The project did not make a specific effort to challenge the common perception that heavy or dirty work was only suited to men.
- As a result, the participation of women in CFW activities has been minimal (5 per cent), all in unskilled positions. Only four disabled participated in the CFW; two from both Iligan City and CDO also in unskilled positions. A breakdown of male, female and skilled and unskilled is given below. Men occupied all skilled positions.

Table 2: Cash for Work Participation

Place	Male		Female		Skilled		Unskilled		Total
	#	%	#	%	#	%	#	%	
Iligan City	769	94%	149	6%	149	18 %	665	82 %	814
Cagayan de Oro	171	98%	27	2%	27	15%	148	85%	175
Total	940	95%	176	5%	176	18%	813	82 %	989

(Source: Project records 12 March 2013)

¹³ These were drawn from a review of guidance on good practice in CFW activities from cash transfer programming guidelines authored by Oxfam GB (2006), Mercy Corps (2007), IFRC/ICRC (2007) and the Humanitarian Partnership Network Good Practice Review (2011).

- Agencies such as ACF and Save the Children reported greater involvement of women by identifying and earmarking lighter tasks within each work process. This requires specific planning and management attention but could significantly increase opportunities for the involvement of women and people with disabilities. The option to establish daily childcare facilities to encourage women's participation could also be considered.



Testimony 2. Cash for Work worker
Photo: Nigel Ede/IFRC

Felisa Nudalo is one of the few female workers in Barangay Bonbon, Iligan City. Not realising how challenging the work was, she continued and proved that gender can't hinder one from doing construction work, especially if it's for the good of the community. Earning around PHP1,500 per week (approximately CHF 35), she uses the money for food, school tuition and transportation.

- It is unlikely the overly heavy selection process to identify unskilled workers significantly increased a focus on vulnerability. It did not promote greater gender balance. The extra time required, (particularly in Cagaan de Oro) did not promote efficiency and was not the most cost effective way to expedite start-up of the CFW activities.

4.2.2 Community participation

- Community participation is a key component of CFW, separating it from paid labour. Maximising participation is often a primary goal of an intervention. In this instance CFW was a tool to rehabilitate and repair water and environmental sanitation infrastructure. Contributing to HH income was a secondary (but desired) goal.
- It is important that the degree of participation expected in any project should be realistically framed by the outputs and outcomes expected. Roughly 45 per cent of the projects supported by CFW had a duration of more than 10 days. All four projects in CDO employed more than ten unskilled workers whereas 19 projects in Iligan City employed more than 10 unskilled workers compared to 30 projects using less than 10 unskilled. These figures suggest there was a number of larger scale works (particularly the Puntud/Macabalan canal) where community participation would be a key element of the project.
- Despite this, there seems a general absence of information materials on CFW; none were seen were not seen in the project sites nor visible in the communities. A well designed hand-out explaining the CFW process (Annex 5.4) was not printed and disseminated, (although limited photocopies were reported shared). No posters or other IEC materials were observed by this evaluation at any location.
- A key component of the project design was a community feedback of complaints mechanism. While a core component of beneficiary accountability and established good practice within the humanitarian sector, this was not established and is discussed in more detail in the section on operations and delivery below.

- Communities were aware of WASH/PHAST interventions undertaken in the first quarter 2012 (ECHO5) and it was reported this increased community interest to participate in this project. Two volunteers in Iligan City mentioned that the initial PHAST activities identified a number of rehabilitation activities which were incorporated into ECHO 6, principally those related to draining, (although no written evidence was seen to confirm this).
- Improved water systems and drainage repairs completed with CFW were identified in the initial project assessment in collaboration with the barangays. While these may represent the preference of communities living in the areas, the individual works were not an output of the PHAST process which would better represent community priorities.
- The cash for work guidance and planning workshop in August 2012 highlighted different steps to maximise community participation through selecting the more vulnerable and incorporating issues of gender and diversity, disability and cultural context. However within the CFW component, community participation was ultimately limited to those engaged in work activities.
- One output of the PHAST process was for groups to prepare their own action plans. This was a good initiative although these seem more funding requests for their local authorities rather than community driven, self-help initiatives to continue addressing their local sanitation issues. From our discussions with heads of barangays it is unclear if these plans will receive the financial support they requested. It was not clear what may happen then.
- The maintenance of water facilities constructed will be the responsibility of the assigned BAWASA school management committees. Despite barangays allocating some funds towards future repairs, the ability of the barangays to maintain the rehabilitated drainage canals is questionable. Available barangay funds for this work are minimal and insufficient to provide the regular attention required. The Puntod/Macabalan canal has proposed to install some gates to reduce unwanted rubbish dumping and some of the community along the canal have requested tools from the project to conduct periodic cleaning in the future, both positive signs.

4.2.3 Completion of the work tasks and recognition of the contribution to the overall project

- The construction and rehabilitation of all water, sanitation and drainage infrastructure will be completed by the end of March 2013, within the agreed one month extension.
- Iligan City was prioritized due to higher damage and number of rehabilitation activities planned. Work started in September whereas activities in CDO were initiated only in November. While the work load has been greater in Iligan, overall there seemed to be an imbalance in resourcing and management time allocated between both areas which may have impacted on the speed of implementation and in some instances, the quality of the work in CDO.
- Additional work tasks utilising CFW were added during the course of the project. This was due to a reduction in debris cleaning due to the late start (it was completed by others). Further tasks included the substituted wells for standpipes, (due to the uncertainty in when water supply would be reconnected) and the extension of canal clearance (Puntod/Macabalan) and secondary drainage (Kauswagan/Bonbon).
- Assessment of the design and quality of rehabilitation works was not part of this review, although the quality of work was observed. Some concerns on the quality of the cement work were noted and the quality of finishing. This was due to this work not always being undertaken by skilled masons given

Photo 2: Cfw workers drainage canal in Barangay Upper Hinaplanon, Iligan City
Source: Afrhill Rancel, IFRC



the CFW modality. The Bonbon secondary drainage canal had some poor sections of cement work and warrants an independent inspection. Soak away pits at the foot of well aprons were often waterlogged, indicating inadequate design.

- The level and regularity of technical supervision was seen as a concern. While two engineers were assigned for Iligan City and one for CDO, this proved insufficient to ensure adequate supervision time at each location. Discussions with monitoring volunteers suggested technical supervisory visits were irregular, increasing the risk of incorrect or poor quality work. The departure of the CDO engineer and delayed recruitment of his successor also contributed to this constraint. Volunteers are generally uncomfortable to supervise technical work areas and have an incomplete knowledge of the work standards to be maintained. A skilled and experienced mason or builder would be adequate to supervise the majority of day to day work being undertaken. More complex work may require greater engineer's oversight.
- A common cause of delays is late delivery of construction materials and some disruption due to bad weather. Materials out of stock with the single supplier selected for the project was the primary reason.
- The quality of tools was raised in the Puntod/Macabalan canal clearing. Shovels, hoes and wheel barrows were regularly broken.
- Adherence to less than 15 days' work for workers is not consistently followed. This was mostly in CDO and due to retaining well performing workers familiar with the work requirements and standards needed. This practice while attractive puts the PRC at odds with the local labour laws and should be carefully reviewed and the risk assessed. Inconsistent application of the work day quota also penalises those who do not benefit from more days work, especially when other opportunities for work are limited.

4.2.4 Fair/adequate payment for work done

- The CFW followed the DSWD guidance of paying 75 per cent of the regional minimum daily wage for unskilled workers. Skilled workers were paid at the market rate. These payment levels were standardized and followed by all agencies using CFW.
- As noted employment beyond 15 days for any worker in the absence of the service contract puts the National Society at legal risk. While skilled workers receive a service contract, the job order provided to unskilled workers does not meet labour law requirements.

4.2.5 Safe work environment

- Health and safety systems to protect workers were in place and from discussions with workers, applied well. Protective clothing was provided and considered adequate. Hats were supplied late.
- All current and past workers interviewed confirmed they followed agreed work hours (8am to 12pm and 2pm to 5pm) with two 15 minutes breaks and an hour for lunch.
- All workers met confirmed they received a safety orientation at the start of the work and that the volunteers supervising had access to a first aid kit. Drinking water was not always provided on site. Some items in the first aid kits require replacing.

Photo 3: CFW workers drainage canal in Barangay Kauswagan, Cagayan de Oro City
Source: Afrhill Rancel, IFRC



- Three workers mentioned a personal injury or knowledge of an injury to others. In all cases first aid was given and in two cases, referral to a health post was organised by the monitoring volunteer.
- One skilled worker died at home at night while engaged as a CFW supervisor in CDO. The individual apparently suffered from hyper tension. The project does not provide insurance for CFW participants (similar to other agencies). Currently a fatality during work time would be dealt with on a self-insured, case by case basis, exposing the PRC to risk and possible litigation.
- Leptospirosis is a risk when working in wet conditions. No specific precautions are adopted by the project. Workers on Puntud/Macabalan canal were provided medication by a local resident from the local health post.
- All current workers interviewed had received the PRC calling card which provides a contact number of the chapter office and the mobile number of the Project Officer in-charge of CFW.
- There are no arrangements for accident insurance for the temporary workers and this conforms with labour rules. Volunteers supervising CFW are also not insured. Options to provide volunteer insurance are available through IFRC.

4.2.6 Efficient and timely payment systems

- Payments for CFW use two disbursement mechanisms; direct cash payments or transfers through the remittance company LBC¹⁴.
- Payments by remittance are usually done for work of more than four days and paid at the end of the job. Procedures are well established and facilitated by the PRC HQ¹⁵. Provided these are auctioned with the correct supporting documentation, payments are received within two to three working days. There is a small commission charged by LBC which is covered by the project.
- Direct cash payments have been more favoured by the Spanish RC with the German RC utilising LBC. The preference for cash payments is linked to internal financial procedures with the PRC which can experience delays and not a reflection of LBC service performance.
- Currently one staff member within the Social Services manages all remittance payments related to CFW alongside his other general cash transfer and livelihoods responsibilities. Consideration should be given to providing additional administrative capacity allowing the staff member to focus on refining procedures and finalising required Standard Operating Procedures.
- Generally systems and procedures for individual payments through remittance are well established and could be utilised more widely by PRC.

4.2.7 Income contribution to the HH through CFW

- While the principle objective of this project component was to improve environmental sanitation, using CFW does provide income to those participating. While contributing to household income is a secondary objective, it is important to understand any benefits accruing from this, particularly for households that have been able to participate in CFW for a greater number of days. Understanding this contribution will provide a fuller picture of the overall benefits resulting from the project.
- Currently there is little information or analysis on income and expenditure patterns.
- Post distribution monitoring¹⁶ is being done in Iligan City but it is unclear if this is for all payments. Information that has been collected has not been analysed. Cayagan de Oro is not

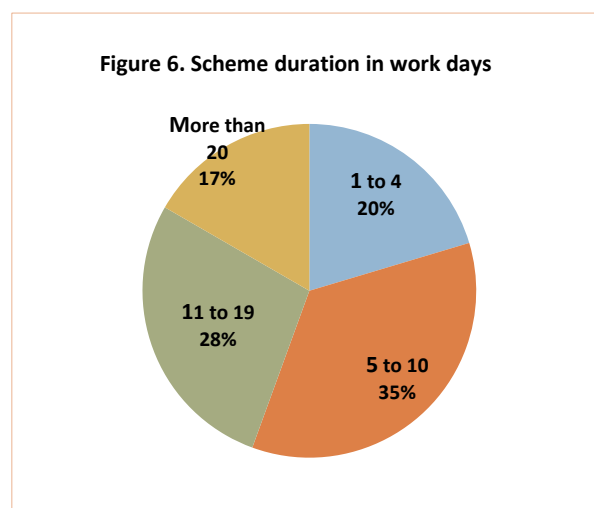
¹⁴ Lupa Bahay Cash Philippines

¹⁵ The PRC HQ has agreements with two remittance companies, LBC and GCash Remit to disburse cash grants as part of their livelihoods programming

¹⁶ The Cash for Work Guidelines provide guidance on post distribution monitoring which should aim to cover three aspects: did the workers get the correct payment, what did they spend the cash on and if items demanded are available in the markets for purchase, (see IFRC Guidelines for Cash Transfer Programming (2009), Practical Tool 6 – Post Distribution Monitoring, p.113

conducting post distribution monitoring. Collecting information a week after payment provides information on how cash was used including the market availability of key items and also confirms the workers received payment on time.

- In the absence of more detailed data, project records can give some information related to income disbursed through CFW. By the 12th March, the project has engaged 989 unskilled and 176 skilled workers in 54 separate rehabilitation works, (four still to conclude). The majority of these have been between 5 to 10 days. The duration of works have been as follows; under 5 days (20 per cent), 5-10 days (35 per cent), 11-19 days (28 per cent) and more than 20 days (17 per cent).
- The breakdown of skilled and unskilled labour by each work period is unavailable making an estimate of average income per worker difficult. This calculation is further complicated due to some workers remaining engaged in CFW activities for longer than 15 days.
- However, with 45 per cent of CFW schemes lasting for more than 10 days, it is anticipated that a number of workers received a sizable contribution to their household income.
- Anecdotal information collected from current and past CFW participants during this evaluation indicates that women spend the majority of income on food, then tuition and transport for children, and servicing debt. Men also used their income for food but also payment of rent and utility bills.
- Iligan City plan to analyse the post distribution information collected which will provide a valuable insight into the wider benefits to those participating in the project.



4.2.8 Coordination with barangays and other partners

- The project collaborates closely with barangays, recognising the requirement and benefits of doing so. Barangay leadership has been involved in all stages of the CFW process, from assessment, in planning and project delivery. They have provided and reappraised lists of skilled and unskilled workers and lent equipment to support the larger scale rehabilitation work. Completed works are also signed over to the barangays.
- Equally, the barangays greatly value the support provided by the PRC, many observing that the Red Cross was the first to provide assistance in the wake of TS Sending and the last to leave. They also value the quality and consistency of the coordination achieved with the project.
- Specifically, PRC regularly attended coordination meetings chaired by the DWSD then the barangays in the initial weeks of the emergency response and benefited from the information sharing that took place with both government departments and other agencies¹⁷ supporting CFW. This was instrumental in confirming agency plans and minimising duplication of CFW for similar purposes in the same areas.
- While many external agencies have since left, the project continues to liaise regularly with the barangays who retain an approval function in a number of steps in the CFW process.
- PRC has also coordinated closely with the DSWD and other NGOs supporting CFW through the sharing of expertise. For instance ACF helped facilitate the PRC cash for work workshop in August 2012.

¹⁷ Agencies using CFW included DSWD, WFP in partnership with ACF, ILO and Save the Children

4.2.9 Operations and delivery

- The project developed a comprehensive guidance for CFW with standardised planning and verification procedures in line with other agencies. This provided a clear framework for the operationalizing CFW and field implementation.
- This guidance gives information on how to identify the more vulnerable and incorporate issues of gender and diversity, disability and cultural context. Unfortunately only a shorter summary of the full guidance seemed available to project staff. The full guidance, considered a draft, remained in Manila and was not widely available for reference and further strengthening the knowledge and skills of those managing CFW in the field.
- The training and orientation of staff and volunteers in CFW was limited to one two-day workshop in September 2013 and a recommendation to complete the online e-learning cash transfer programming course on the IFRC website.
- Staff and volunteers interviewed, while extremely commitment and motivated, had a poor understanding of cash transfer programming more broadly and requested further training. None of the staff or volunteers had seen the CFW guidelines developed by the project¹⁸, or were familiar with other key cash transfer programming guidance used in the humanitarian sector.
- The project did not define any monitoring indicators for the construction and rehabilitation component of the project beyond daily progress and timesheets. It would have been beneficial to monitor actual against planned completion of works with timelines, such as a trend analysis. Given the many activities being undertaken, this would help management track actual progress against planned, highlighting slippages early and facilitating early correcting action.
- The PRC guidelines on cash for work include the establishment of a confidential feedback or complaints mechanism. Although designed including an information flow process, it was not implemented. The reasons are unclear and maybe no more than time constraints, but this represents a weak area of the project. Raising awareness for the needs and benefits of a confidential beneficiary feedback mechanism with staff and volunteers should be done prior to the start of the project. Experience in other National Societies shows this to be a relatively simple and light in management time and the knowledge that there is a mechanism to have an individual's voice heard is often sufficient to defuse and allay their problems or disappointments related to the project.

¹⁸ These were considered draft and available in Manila only

5. Results of the evaluation

The evaluative criteria utilised below follows the TOR and draws on the IFRC framework for evaluations¹⁹. The WASH software and CFW components have been considered separately and where there are specific linkages achieved or missed, these are discussed under Connectedness.

5.1 Enabling Factors

WASH- Software

Health Service Department of PRC was familiar with participatory approach and the WASH school programme before the intervention. The PHAST methodology and WASH for schools were part of longer term programming and previous experiences in response to the cholera outbreak in Palawan in 2011. Compared to other agencies operating in northern Mindanao, the Philippines Red Cross had the advantage of different IEC materials ready to use, (posters, brochures and flash cards about dengue and leptospirosis (photo 3)) and a strong pool of trainers. All of this helped PRC to start activities quickly in the first phase of the emergency and deliver hygiene promotion without losing time. Experience of previous school based WASH programmes assisted in planning these interventions with barangays.



Cash for Work

Cash for work is regularly used by the DSWD immediately after a larger disaster, so it was familiar to local authorities and many households. From 2010 to 2011, humanitarian agencies in the Philippines benefited from capacity building and networking initiatives facilitated by a Cash Learning Partnership (CaLP), supported by IFRC with funding from ECHO. Cash for work systems and protocols were to a large extent developed collectively through this initiative, building on the guidance provided by DSWD. In mid-2012, a delegate with the German RC prepared detailed cash for work guidance that informed a training workshop in which ACF helped facilitate and shared their experience. The project actively applied the good practice in CFW established in the Philippines.

Parallel to this, the PRC was developing its use of conditional cash grants in livelihoods programming, first in the response operations to TS Nesat and Nalgae in October and then TS Washi in December 2011. Through this, remittance payment procedures with LBC were established and available for use. In this sense, the development of CFW by this project was timely and contributed to the wider development and institutionalisation of CTP systems into the response mechanisms of PRC.

Connectedness

This project offered three departments the opportunity to work together; the health department managing the WASH software and DMS responsible for the accompanying hardware components, with social services supporting the CFW payment process. This was the first time the health

¹⁹ IFRC Framework for Evaluation, Planning and Evaluation Department (PED, IFRC Secretariat, February 2011

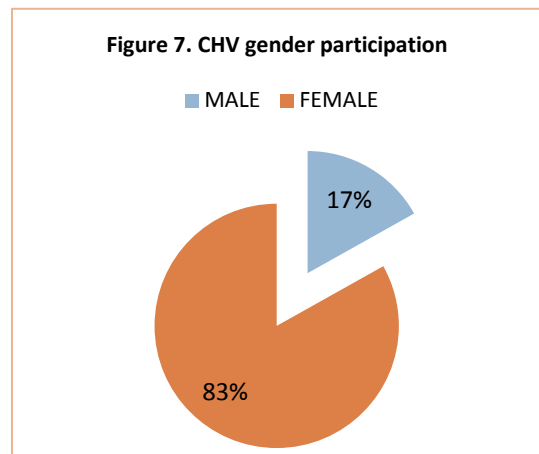
department has utilised cash based programming within their activities opening opportunities for wide acceptance and use in the future.

5.2 Methodology

5.2.1 Assessment and planning

WASH - Software

The software component had a clear map of syllabus and trainings for the different levels of CBV and CHV before the intervention. The syllabus was based in the standard PHAST trainings adapted to the Philippines context by the Health Services Department. The CHV were selected following an objective criteria but it is difficult to select skilled facilitators and volunteers in a short period of time during an emergency situation. For this reason, many of the CHV selected had no previous experiences and/or knowledge in health or WASH and some of them with weak in communication skills. Volunteers recruited were also predominantly women (83 per cent) with little involvement of men (Figure 7).



A similar situation was seen in PHAST group membership where male representation was very low at 14 per cent. Reasons for this may have been inappropriate selection criteria and not full understanding of the PHAST process and objectives of the sessions. Perceptions taken from the key informant interviews during this study suggested that some CHV may have thought the focus of the activities may have been on mothers and child health.

Cash for Work

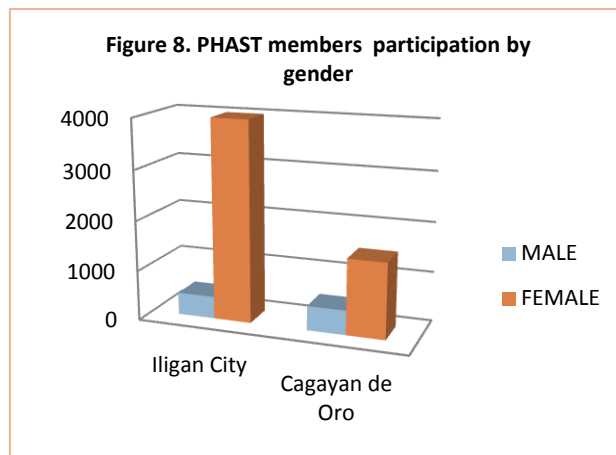
The selection of workers for cash for work used the household listing prepared by PRC to assist relief distributions. This formed the basis of worker selection and while used in Iligan City, was discarded in CDO where estimates of household income were used to identify more vulnerable households. Both selection processes being house to house took considerable staff and time and identified hundreds of households from which only a fraction had members taking part in the CFW activities due to the nature of the project. Given strengthening livelihoods was not the principle objective of the project it may have been more efficient to use a list of poorer households available from the DSWD or barangays and verify each worker as required, (this was the process used in Kauswagan and Bonbon, where household listings had not been prepared).

Connectedness

The initial project assessment to identify infrastructure for rehabilitation took place in March 2012. Their identification was not linked or influenced by the PHAST groups being supported, who were just starting their activities. A follow up assessment to validate proposed rehabilitation work was done in July/August 2012 when project funding was confirmed. The delay in receiving funds and starting CFW resulted in a number of activities, (particularly debris clearance) being no longer needed and new construction and rehabilitation works being identified. Complicating things further, other agencies including ILO and WFP started clear up and repair activities sooner, causing planned activities to be repeatedly reassess its work plan as earmarked works and tasks were completed by others. This dynamic contributed to a changing list of construction and rehabilitation works selected

by the project which did not necessarily reflect the priorities and needs generated by the PHAST groups²⁰. This is at odds with the PHAST approach.

The degree of gender imbalance in participation in the soft and hardware components has been noted. The engagement of men in PHAST activities was low and the inverse true for women in CFW. This suggests little effort was made to address initial perceptions of male and female suitability for these activities. In both cases the participation of the disabled and other socially vulnerable groups was also poor.



Within the PHAST process it is recommended to have a variety but representative group of people from the community. This is important to ensure group members have the potential to mobilise the wider community and promote community consensus around identified action plans. In addition to ensuring project staff are aware for the need for a more balanced group profile.

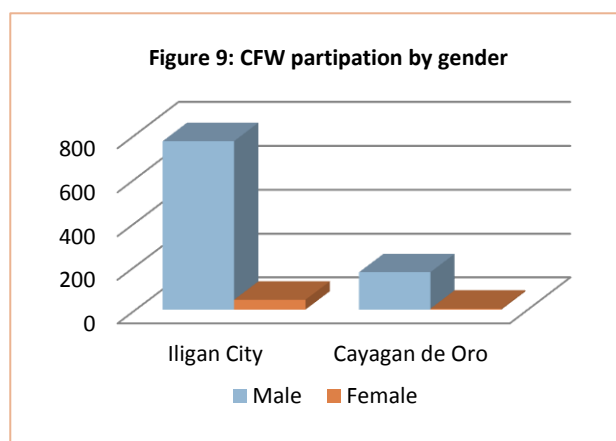
To address this imbalance it is recommended that future interventions develop clear guidance and take specific steps to promote gender balance explaining why this is important and the wider benefits this can bring in terms of challenging perceived roles and providing women with the opportunity to earn income. If thought appropriate, it may be helpful to establish a male and female quota for both software and hardware activities to give priority to this aspect.

Within CFW, more attention could have been made to identify tasks better suited to both women and the less-abled, including lighter work or supervisory roles. No specific effort was made to engage the disabled, although some physically and hearing impaired workers were met on site during the field visits. Other agencies utilising CFW have succeeded in increasing the gender balance and the steps taken to do this should be reviewed.

5.2.2 Implementing and delivering

WASH - Software

CHVs reported few difficulties in delivering PHAST sessions. The majority of the CBV interviewed had a good understanding of the processes involved. A robust coaching system was in place with preparations or practice sessions (dry runs) held before each PHAST session. The complete seven steps of PHAST, (17 activities) were delivered over six months; sufficient time to avoid overwhelming households with too many sessions.



It was noted that some sessions were not relevant to the context of the project intervention, including Step 4 (choosing water and sanitation improvements, taking time for questions), step 5 (planning new facilities) and step 7 (participatory

²⁰ Some volunteers mentioned that the sanitation works rehabilitated in this project were identified in the PHAST activities undertaken from January to March 2012

evaluation). These sessions normally link with the hardware component, taking place before and after the completion of the water or sanitation facilities. These steps include the choice of technology and agreeing a maintenance plan, both agreed with the WASH committees selected.

In constituting the WASH committees, it is recommended that some of the members of the PHAST group or those previously trained in hygiene promotion are involved to lead on issues of environmental hygiene and sanitation. In this project the proposal included pre-determined construction elements identified during the field assessment so opportunities for the selection to be informed by PHAST group preference was difficult. Despite this, some staff reported that the PHAST activities did identify some environmental cleaning and step 5 identified some interventions which were included in the action plans.

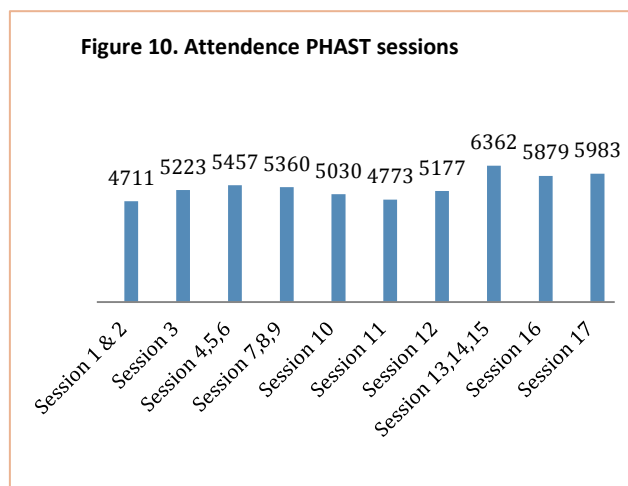
Regarding PHAST delivery, the optimum ratio per facilitator is 15 participants, although in many puroks the ratio was considerably higher. This was often made more challenging due to the limited experience and facilitation skills of the CHVs. This will have impacted on levels of participation and possible levels of learning.

The complementary health and hygiene promotion in emergency response together with songs, drama was appreciated by the community who particularly enjoyed these sessions. This is demonstrated by the sustained attendance levels (Figure 10) through to the end of the course. Information from focus group discussions and key informant interviews confirmed that PHAST participants, teachers and students liked the IEC materials used in each session.

There were three different WASH committees established by the intervention (BAWASA, CWA, and School) each having slightly different objectives and responsibilities. It was challenging for the project to work with these different structures, particularly in establishing a standard package of assistance to assist them in their responsibilities.

One potentially counterproductive issue seen is that many BAWASA members were also CHV or had also been enrolled as PRC volunteers. In addition official documentation produced by BAWASAs often used the PRC logo and their constitution and internal guidelines included an Article 2, Section 4: *To join and support the local government, Philippine Red Cross, Spanish Red Cross and other institutions to preserve and promote the environment.* It is suggested to remove any perceived link between the WASH committees and PRC to ensure that future management and maintenance is the responsibility of the community represented by the BAWASA. To do this it is recommended that Section 4 be removed or changed from future constitutions along with the PRC logo in any BAWASA correspondence.

It was seen that school committee duties and responsibilities were not always clear to their members. Some committees were less active and organised with weak participation of parents or the wider community. It was also seen that not all schools engaged in hygiene promotion were supported with rehabilitation of water and sanitation facilities. In some other instances only part of the school facilities were renovated. Further support to some school committees may be necessary to strengthen their activities and this will require closer monitoring.



Cash for Work

The delivery of the construction and rehabilitation component using CFW went smoothly. Some start up delays were experienced in CDO due to worker selection procedures and the late delivery of building materials seemed a recurring problem. Some work days were lost due to bad weather. The CFW procedures including volunteer supervision and monitoring, and worker payment went well.

Weaknesses were seen in the general lack of information dissemination about the project to communities. Community contact was principally around identifying individuals for CFW rather than disseminating project information to build awareness and participation, encouraging ownership. Establishing a feedback mechanism would have provided another channel to further build awareness and participation in the project.

5.2.3 Monitoring and evaluation

WASH - Software

Monitoring and reporting on PHAST and WASH activities was generally good. Clear procedures were in place and followed in both Chapters visited. Large quantities of routine data were collected but not always analysed or used to inform management decisions.

Even so it is necessary to adjust the report template from the volunteers from the reporting system and incorporate gender data in all of the templates. Limited information on the discussions in the PHAST session and any important conclusions were not systematically recorded. Keeping records allows participants to quickly review their progress and what they still need to do. It is recommended to adapt and use the example PHAST record book for volunteers (see Annex 4.6).

Although volunteers running PHAST sessions were able to run individual activities, some were less clear on the objectives of the sessions. This may be one reason that session outputs and important conclusions and findings were not recorded.

It is a good practice to undertake a KAP baseline before and after the PHAST intervention. In addition to this it is helpful to undertake community discussions to cross check information provided by the survey. The three pile sorting for knowledge and the pocket chart for practices are two tools the volunteers and facilitators could use to monitor changes in knowledge of PHAST group members.

Continuous supervision and coaching by the more experienced CBH facilitators is important to maintain the quality of overall quality of the PHAST sessions. Community Based Volunteer facilitators need to ensure that the objective of each PHAST session is clear for the CHV and participants before starting a session.

Cash for Work

Day to day monitoring and supervision of CFW was generally good, with worker hours respected and timesheets maintained. Health and safety precautions have been taken seriously. Monitoring of the quality of the work could be improved through more regular site visits by the engineers. Follow up monitoring, including the post distribution data collection has been weak, leaving a gap in understanding on how income derived from CFW may have impacted on the household. More generally, the project did not define any performance indicators, such as actual against planned completion of works with timelines. This would help management track progress against planned, highlighting any slippage, facilitating early correcting action.

Payment through remittance worked well and should be the first choice for more than three or four days' work. The SRC used remittance payments less preferring direct cash but this was due to their

internal financial arrangements with PRC. Where cash payments were made, adequate checks and procedures were put in place to reduce risk, both to staff and the workers receiving the cash.

Connectedness

Despite the pressure to initiate the hardware component quickly, PHAST groups could have been linked to activities in their localities once these were established. In addition to sharing information on individual works planned, PHAST groups could have been assigned some supervisory or monitoring responsibility, which in turn could have been used to create some ownership and future responsibility for maintaining the community asset. This would have shaped the community action plans also.

5.3 Relevance

WASH - Software

The software strategy used by the project, (PHAST/HHPER and WASH committees) is considered relevant and appropriate, allowing focus on the most critical hygiene problems faced by the communities. PHAST has proven effective due to its ability to adapt to varying needs and incorporate additional activities to different topics, for instance leptosperosis and dengue transmission and prevention measures. The participatory methodologies used were seen to be well accepted by the communities, able to adapt to meet their needs. The WASH software has contributed towards community awareness as evidenced by the improvement in KAP post survey and capacity for continued action through the established WASH committees and community action plans.

Cash for Work

The number and location of construction and renovation works were adjusted overtime with the reduction in debris clearing and further funds becoming available. Additional de-clogging of the Puntod/Macabalan canal and the extension of the Kauswagan/Bonbon secondary draining canal were examples. While the opportunity to increase the number of activities undertaken with CFW was positive, the selection of works was more opportunistic rather than systematic and again with minimal input from community groups engaged with PHAST. This disconnect continued and the opportunity to involve the community more by incorporating their priorities was missed.

The application of CFW for all activities completed is debatable. While well suited to clearing and restoring community assets for a limited period after a disaster, or conducting labour intensive works not being addressed by local authorities and are beyond community self-help efforts, CFW is not appropriate for limited, short duration pieces of work which better fall under normal paid labour.

It is also important not to overuse CFW as this has been shown to negatively impact on existing community self-help mechanisms and initiatives²¹. It is important that the CFW mechanism is appropriately used and not become a potentially attractive activity for donors which would otherwise be considered normal paid employment.

Connectedness

The construction of water facilities and renovation of sanitation infrastructure damaged by the floods following TS Washi were relevant and needed. These interventions were to the benefit of the wider community and a direct contribution to the overall outcomes of the project.

²¹ Reviews of CFW used after the 2004 tsunami and 2005 Haiti earthquake have many examples of where CFW eroded community self help mechanisms which existed prior to the disaster

While key components of the project, direct links with the PHAST intervention were limited with identification of the hardware component done directly by the project and not based on priorities articulated by the PHAST groups. The process did not encourage ownership nor recognition by the wider community of the role of the PHAST groups should play in sustaining these improvements.

It was also noted that support to the WASH needs of schools were not always systematically addressed. Where rain water harvesting systems were installed, latrines renovation was not always completed (for example in Echavez elementary school in Barangay Santa Roque, Iligan City). In Cabilli Village Elementary School in Barangay Santiago, Iligan a tap stand was repaired even though the piped water supply to the school was not connected. It would have appropriate for the project to ensure all water and sanitation infrastructure in schools assisted was addressed.

5.4 Effectiveness

WASH - Software

Overall the project has contributed to reducing diarrheal diseases in the community. This is evidenced by the improvement in knowledge of the relationship between sanitation and health status. The project has also empowered the community to plan environmental improvements.

Analysis of the pre and post KAP study and the FGDs undertaken indicate that PHAST/ HHPER has assisted people to understand the risk of sickness due poor sanitation conditions and hygiene practices. Through the cycle, PHAST members discussed the contamination chain and internalised the connection between poor conditions and practices and the diseases affecting the community.

During the FGD with CHV and PHAST groups, some members gave details how they actively monitor households in the community and verify whether correct hygiene practices are effectively being applied. Examples of improved practices mentioned by the CHV during this review include: *“before kids openly defecated everywhere and nobody cared. After the PHAST sessions the members realized that this is a very bad hygiene practices link with diarrheal diseases so now PHAST group members make clear to other members of the community what they have learnt and how they can change the practices”*. Another CHV reports: *“the clean-up drive is a concentrated effort from the community to clear the surroundings of the common places of the puroks, including the drains and garbage from the street. Before the project very few people attended the clean-up drive on Sundays*



Testimony 3. PHAST group member
Photo: Afrhill Rances / IFRC

“John Eric Eron (left), 5, plays inside his new home in Iligan City with his sister. According to his grandmother Josephine, 55 being attending to the PHAST/HHPER session has helped her to teach him in improving sanitation and hygiene practices. He is now not longer defecating everywhere; he is going to our new toilet. “

before church. After the PHAST sessions a lot of members enrol to the initiative, at least more than double of before”.

This monitoring and support to their relatives, friend and neighbours had a direct influence on the behaviour of their peers, leading to a transformation in the community towards improved sanitation and hygiene conditions.

Cash for Work

The construction and rehabilitation of the selected water and drainage systems will be completed within the project timeframe and the majority will be functional, (some water distribution points will still await the reconnection of town piped water which is underway). Therefore the hardware component utilising both contractors and CFW will achieve its aim, contributing to the overall objective of the project²². Some concerns were raised with the quality of some constructions, (see section 4.2.3) suggesting the need to improve the level of technical supervision. As a mechanism to complete these activities, CFW has been effective and has provided a source of income to those workers that have taken part.

Choosing contractors for well construction was a good decision given the technical aspects and the lack on in-house capacity.

Liaison with the local authorities and other players within the response has been good with regular attendance at coordination meetings and sharing of work plans to avoid duplication. Barangays visited expressed their satisfaction with the regular dialogue and see PRC as a valued and reliable partner.

Project monitoring was generally strong with monthly reports summarising the status of both the software and hardware aspects by the three result areas. Monitoring reports were detailed outlining problems faced and steps to overcome.

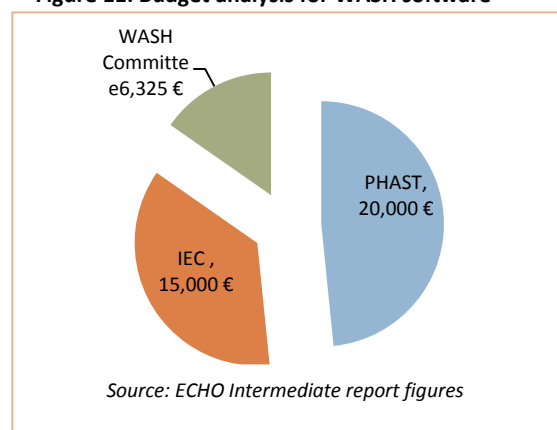
While the project has been effective in terms of achieving its outputs, it is too early to assess effectiveness in terms of outcomes and impact. Communities and schools visited were very appreciative of the works completed. The ability of the users to maintain the water, sanitation and smaller drainage systems will directly impact on the longer term effectiveness of some of works completed. The larger works, such as the Puntod/Macabalan canal will depend on resources for maintenance being provided by the local authorities, which at this stage is not certain. The PHAST groups supported by the project developed action plans that both address maintenance needs and propose additional draining works. This is a good initiative although the ability of barangays to support these is less clear.

5.5 Efficiency

WASH - Software

Generally the activities of the intervention were achieved in a timely manner. The PHAST/HHPER component of the project was delivered over 6 months, from August 2012 to January 2013 which was well adjusted to the local context and in line with the project timeline. However, as noted above, the

Figure 11. Budget analysis for WASH software



²² Project specific objectives was to improve the water, sanitation and hygiene conditions of typhoon affected communities that have received less support during the first months after the disaster

timeframe did not allow synergy with the accompanying hardware component of the project.

A detailed cost analysis of the project was not part of this evaluation. However some approximate cost calculations from the expenditure figures in the project Intermediate report are possible:

The costs of the software components can be divided into three groups:

- PHAST/HHPER: facilitators and CHV trainings, M&E activities and PHAST groups sessions
- IEC materials followed by the production of the PHAST toolkits
- Establishment, trainings and supervision of the WASH committees (barangays, CWA and schools)

Using summary figures in the Intermediate Report for Result 3, these three costs represent a total of 41,325 Euros invested in the software component. If we divide this amount by the 7,000 families reached, the cost per family comes to 5.9 Euros which for this context is considered efficient by globally it is a relatively low cost²³.

Cash for Work

Detailed CFW guidelines drawing on operational procedures used by other agencies were prepared at the start of the project. Through this the project adopted current good practice.

This review did not look at the total costs of using CFW (including material and administrative overheads) to compare this modality with other options, such as using contractors.

There is an underlying assumption that utilising CFW adds an additional project benefit of providing an income source to vulnerable households participating.

Cash for work components in Iligan City and CDO were managed by a PRC project officer with four dedicated staff. The teams met were motivated and well informed of their responsibilities and activity progress. Both project officers have been subsequently used to help establish CFW operations in TS Bopha in late 2012. While the level of work was high, the teams were able to manage the workloads adequately. Staff training and orientation could be strengthened and it is recommended a training in cash transfer programming be considered prior to the closure of the project.

The level and type of process documentation used to manage the CFW activities was reviewed to see if it could be streamlined. Detailed discussions with relevant staff concluded that while the process while quite heavy, the various steps are required to maintain the accountability in the process and the confidence of the volunteers in their work. A more detailed review of documentation should be undertaken when finalising the SOPs for CFW, (see recommendation 7.2.1).

Using both remittance and direct cash payment of workers did not noticeably impact on project efficiency. The Spanish RC favoured direct cash which often allowed same day payment. A number of precautions were made to minimise risk during payment. The reduced risk offered by remittance payments plus the generally timely receipt of funds by workers, makes this the payment mechanism of choice.

²³ Several reviews conducted by non RC/RC partners globally indicate that PHAST can be delivered effectively for US\$ 4 per person

5.6 Impact

WASH - Software

The impact of the PHAST/HHPER activities and its positive contribution to improved individual and community health, resilience and self-esteem and can only be assessed after some time has elapsed. In the shorter term and with a stronger sense of attribution, the KAP pre and post survey does give an indication of positive change taking place.

The KAP and FGDs confirmed that the knowledge of the majority of the respondents improved after completing the PHAST sessions. Group discussions used specific questions and an observation check list which looked at personal, environmental and household hygiene and sanitation. With permission of the household, toilets were also inspected.

Indicators related to the knowledge transfer were included in the baseline and end line survey. In general the knowledge of the population was generally high in the start of the intervention. However there were misconceptions and information gaps which were addressed through the PHAST sessions.

Some of the improvements in knowledge seen are as follows;

- i. Critical time for hand washing: 15 per cent additional respondents in the post survey could identify the importance of washing hands before handling food and 18 % after using the toilet
- ii. Cause of diarrhoea: 15 per cent additional respondents understood the cause of diarrhoea can be related to unsafe drinking water
- iii. Ways to prevent diarrhoea: 34 per cent of the respondents learnt that the best way to prevent diarrhoea is proper hand washing.

Two main indicators have been used to measure the degree of change (based on direct observation in the CHV in the pre and post surveys);

- i. 8 per cent of additional respondents with appropriate hand washing facilities including soap.
- ii. 25 per cent increase proper storage of drinking water, (this is directly related to the receipt of jerry cans from the Philippines Red Cross photo 4)

It was not possible during the short evaluation visit to cross check the information through direct observation in a larger number of households. This is recommended as there is a general tendency to over report desirable behaviours in regular monitoring processes.

Photo 5: Proper storage of drinking water, jerry cans distributed by PRC in Barangay San Roque, Iligan City
Source: Afrhill Rancel, IFRC



Other key indicator that was not possible to evaluate is the percentage of households with access to and using an improved and hygienic sanitation facility. Access means that the facility can be accessed any time, day or night. Due to the fact that in this project was not covering family latrines and very few communal latrines rehabilitation or construction it is very difficult to have a realistic assessment on this part.

An indicator of empowerment at the end of the PHAST cycle is the next steps the groups commit to. Towards this, community action plans have been developed that include a number of environmental improvement and maintenance activities which have been shared with the barangay officials.

To have a more reliable assessment of the impact from this intervention it is recommended to conduct follow-up visits to the communities participating in PHAST next year and also monitor the performance of the various water committees supported to see how they are managing their responsibilities. One indicator for the Chapter to assess after 12 months would be the number of drains being maintained and clean up drives done in the year.

Cash for Work

It is also too early to assess the impact of the some of the water supply systems, given their recent completion. The limited debris clearance along with drainage renovations have directly improved the environmental sanitation after their completion but assuring their longer term benefits will rely on establishing effective maintenance systems.

Worker payments from CFW will have contributed to household income to varying degrees. Post distribution monitoring has not been done which denied a better understanding of this contribution to more vulnerable households included in the scheme. Anecdotal evidence suggests the opportunity for work along with income received were greatly appreciated by those taking part and consistently used for basic household needed, (see Section 4.2.7).

The development of CFW systems and procedures through this project is a significant input into the wider cash transfer programming tools of the PRC. In addition to a detailed CFW guidance, procedures and documentation for each step of the CFW process have been put in place and should now be collated into a Standard Operating Procedure. This will benefit other interventions, for instance the PRC response to TS Bopha which is also using CFW. Established procedures should also be shared with ICRC who also plan to use CFW within their current TS Bopha response.

5.7 Sustainability

WASH - Software

In the shorter term emergency and early recovery intervention, efforts to secure lasting benefits and longer term resources are an indication of possible sustainability. A key indicator is to what degree WASH committees and PHAST groups will remain active in the community after project funding comes to an end. Also, to what extent the Community action plan will be implemented without external support or supervision from the CHV and the project officers.

Efforts to secure longer term resources include the community action plans and the establishment of WASH committees, (BAWASA, CWA and in schools). To ensure responsibility it is advised that WASH committees are not perceived to be an extension of the PRC as this may undermine community ownership and efforts to up keep the WASH facilities. Regular monitoring of the WASH committees by the PRC Chapter will gauge their performance to manage and maintain the WatSan facilities.

Cash for Work

The sustainability of the water and sanitation infrastructure completed with CFW depends on the level of maintenance provided. Efforts to promote maintenance without CFW may prove challenging given the limited involvement of PHAST groups in their selection.

Application of CFW elsewhere has highlighted its ability to undermine traditional community self-help efforts to improve their situation. While CFW is used by local authorities following a disaster, typically this is limited to less than a week, recognising prolonged use may weaken community mechanisms to self-mobilise. The bulk of CFW activities supported by this project took place from September 2012, nine months after the disaster so the risk of undermining self-help mechanisms is present. The degree of this may be reflected in the commitment of the PHAST groups to maintain the water systems and small drainage works completed by this project. An indicator may be the action plans submitted to the barangays by the PHAST groups which seek financial assistance for a number of maintenance tasks.

6. Conclusions

The WASH software (PHAST/HHPER and WASH committees) has been dynamic and flexible in its approach with more emphasis on behavioural change and less on community management. The PHAST/HHPER has proven effective due to its ability to adapt to varying needs, (both emergency, urban and rural), its use of varying communication channels and ability to incorporate different topics.

The participatory methodologies used were well accepted by the communities. PRC had adapted IEC materials available and a pool of PHAST trainers available to allow hygiene interventions to start quickly in the first phase of the emergency response. The software component had a clear syllabus and trainings required for different levels of CBVs and CHVs were completed when required supported by a good coaching system. CHV and PHAST members were selected following an objective criteria although the very limited participation by men was a weakness. Recommendations to address this in similar future interventions are provided.

Information provided by the pre and post KAP studies and the FGDs undertaken indicate that the intervention has assisted people to understand the risk of sickness due poor sanitation conditions and hygiene practices.

The link between software and hardware was weak, due to pre selection of WASH facilities which were not link to the PHAST group discussions.

An indicator of future sustainability are the community action plans developed. These include various activities to improve and maintain environmental sanitation facilities which have been shared with the barangay officials for their support. The WASH software has contributed to community awareness and helped build capacity for continued action through the established WASH committees and community action plans.

The intervention has trained and helped establish the legal existence of the various Water Committees. It is suggested to remove any perceived link between the WASH committees and PRC to ensure that future management and maintenance is the responsibility of the community.

The establishment and management of the CFW component has gone generally well, and while some components such as worker selection need to be further refined, both skilled and unskilled

workers were identified, orientated and able to complete the works as designed and within the timeframes planned. The safety and welfare of the workers on site was properly assured and timely payment systems put in place.

Specific steps to further refine the CFW procedures are given in the recommendations below. Broad areas that need additional focus include selection procedures and further identification of work processes which could be done by women and other tasks suited to people with disabilities. Other agencies including ACF and Save the Children maintain a high percentage of both women and people with disabilities partaking in CFW and ways to do this could be copied.

More generally, the PRC should reflect on how it differentiates between CFW and just hiring workers to get a job completed. These two actions have remained at times confused within the project, particularly for small rehabilitation work using limited labour for only 2 or 3 days, (for instance installing rain water harvesting).

It is suggested that the CFW mechanism be applied when undertaking larger scale works which have a clear community benefit; work which will not be undertaken by the local authority but also too large to be met by community self-help mechanisms. CFW should be used in the immediate response phase reducing the risk that this will undermine existing community commitments to self-help initiatives on which future maintenance may depend.

7. Recommendations

7.1 WASH-Software recommendations

7.1.1 WASH-Software Head Quarters level recommendations

- *Increase proactive participation in the Wash Cluster both by the PRC and the PNS delegates to facilitate greater information exchange and improve the quality of the response being undertaken. Close working relations facilitate overall coordination and reduce chances of duplication. PRC's programming experience in participatory hygiene promotion is a rich technical resource that can be shared more widely with other agencies.*
- *For future proposals, investigate opportunities to build some flexibility into donor proposals at the planning stage to allow selecting hardware solutions linked to community priorities and choice, articulated through the PHAST process.*

PHAST methodology:

- *PHAST process shortened: in emergency context the seven steps of PHAST can be shorted. This can be decided by the programme manager based on the baseline survey findings, particularly where hardware already exists and there is no need to decide on the choice of technology. Some of the Steps are not required (please refer explanation 5.2.2)*
- *Further develop PHAST flash cards and hygiene promotion IEC materials. Adapt the flash cards (PHAST tool kit) to the Filipino context and translate message/ instructions into Tagalog. Include more pictures / drawings showing every day good and bad hygiene practices, environmental sanitation, water collection, household water treatment and transport methods, drainage, debris and drainage clearing, proper waste disposal/ segregation of waste, a picture of a rat (vector for leptospirosis) and mosquito (dengue), nail cutting, tooth brushing, water storage (besides the jar could add a gallon plastic container or jerry can), water facilities, a protected hand pump, a rain water catchment and a protected spring).*
- *Investigate the possibility of having different tool kits adapted for adults for urban and rural, and also for children at schools. For adult tools it is suggested to change the lay-out from drawing to*

a local context photo, reflecting the real image of the community situation and increasing the size from A5 to A4. For children the drawing could still remain the same but the size to be increased to A3.

- *Household water treatment should be incorporated in the HHPPER sessions. Trainings and HHWT manuals should be provide to the PRC Chapters. These steps should be included in future project proposals.*
- *After completing the PHAST Tool kit adaptation, all relevant IEC material for Emergencies including the PHAST tool kit should be include in the PRC Hygiene Promotion Box. To have ready IEC materials for futures interventions.*
- *Suggested adaptation to the monitoring templates include volunteer template 1 to include more space to document the findings, conclusions and issues outstanding from the PHAST session discussions. Gender desegregation of data should be added to the monitoring templates also.*

WASH Committees:

- *The BAWASA, CWA and school WASH committee members should be independent from the Philippines Red Cross. While CHV are encourages to participate in the committees they should do so as community members so not to imply a PRC responsibility for the committee actions. This will encourage independence and longer term sustainability while avoiding community misunderstanding, (for instance not expecting the PRC to repair the hand pump if it breaks).*
- *Consider amending Section 4 of committee constitutions remove direct mention of the Red Cross and request committees to refrain from using the PRC logo in their correspondence (see 5.2.2. above).*
- *A Standard Operation Procedure should be developed incorporating the List of legal documents required for barangay water system implementation²⁴.*

School committees

- *Future interventions should aim to undertake a complete package of water and sanitation facilities in and around the schools. If budgets are restricted it is recommended to target less schools.*
- *School committee duties should be linked to other responsibilities including the education department to integrate good hygiene practices within lesson content promoting sustainability.*
- *A post intervention school survey should be done to better understand positive change and help tailor hygiene promotion activities and messages.*

7.1.2 WASH - Software Chapter/ field level recommendations

PHAST methodology

- *Group selection criteria: This should target more vulnerable groups including mothers with children under five and the physically challenged while maintaining a gender and inclusion of influential members to both encourage sustainability and ensure information is passed onto other sections of the community.*
- *Group size: Ideally the size of the group should be no more than 20 persons. Larger groups can be divided into sub groups to provide more opportunity for participation.*
- *Strengthen the coordination and collaboration between the CHVs hygiene promoters and the Govt Barangays Health Workers to promote best use of resources and services available to the community. CHVs should inform and where possible BHWs in any hygiene promotion activity*

²⁴ Documentation needed includes; Barangay resolution to avail of a water facility for submission to LGU, a building permit of WATSAN facility, Waiver from DEN, Rights of Way (ROW), Deed of Donation (DOD), Certificate of water quality from DOH, Letter of endorsement from the Mayor for its BAWASA management, BAWASA Accreditation (water rights, water permits, drilling permit, etc).

planned. Previous weak coordination has been seen to promote confusion in camps with IDPs expressing confusion over who they were to follow²⁵.

- Key morbidity and mortality data should be routinely collected from the Barangay health centres related to prior to and after the intervention to assess health trends. In terms of attribution, linking trends seen with the intervention should be made with caution. However, in the case of positive trends, it is likely the intervention was a contributing factor.
- Encourage the communities to follow up on their action plans submitted to the barangay authorities.
- Chapters should continue supporting the BAWASA in the project locations to formalise their Constitutions and establish their water fee management systems where needed.

7.2. Cash for Work recommendations

7.2.1 Cash for Work - Head Quarters level recommendations

Cash for Work procedures

- The cash for work guidance and accompanying Standards of Verification should be reviewed and revised based on the experience gained in the Washi operation and detailed Standard Operating Procedures for CFW finalised. The guidance and SOPs should inform current CFW operations (Pablo) and future CFW interventions undertaken by PRC, and disseminated for wider Movement learning.
- Relevant performance indicators for cash for work activities should be developed to assist monitoring and facilitate corrective action when required. Standard indicators developed by other agencies using CFW should initially be sought.
- CFW projects should ensure unskilled workers do not work beyond 15 days. If it is necessary to retain an individual worker beyond this period, a service contract should be issued. Management should be full aware of labour regulations to ensure these are not breached exposing PRC to legal litigation. Service contracts for work beyond 15 days should be standard for all categories of workers.
- Regular reviews of the CFW payment rates should be undertaken guided by DSWD noting that minimum daily wage levels vary regionally.
- PRC should review procedures in case of a worker fatality during CFW, to understand the risks and organisational exposure and ensure guidance to manage this risk is in place.
- Low cost volunteer insurance is available through the IFRC and should be utilised for volunteers working in manual activities with higher risk of accidents.
- PRC should document its experience of cash disbursement via remittance using LBC. Systems and procedures for remittance payments in more rural areas should be developed with GCash Remit, also under contract with PRC which has wider service coverage through its partnership with private vendors.
- CFW interventions should incorporate post distribution monitoring into their routine procedures. Information on household income gains and the use of expenditure improves understanding of the full impact of the intervention.
- The revised CFW guidance should be incorporated into the broader guidelines for CTP of the PRC alongside the use of conditional and unconditional cash grants and cash and commodity vouchers.
- Additional administrative capacity should be given to Social Services to manage the increasing cash transfer tasks including facilitating remittance payment requests. This will allow the current staff member to complete the cash transfer guidelines and accompanying operating procedures.

²⁵ This was noted in the lessons learnt in the TS Washi response prepared by the WASH Cluster, Philippines 2012

- *PRC should review and case study its experience in CFW for wider Movement learning.*
- *PRC should consider remittance payments for volunteer allowances in emergency operations, reducing direct cash payments that could increase operational efficiency and reduce risk.*

Worker selection

- *PRC should review and standardise its selection criteria for unskilled labour to incorporate estimated household income. This should be guided by the current DSWD methodology which incorporates an approximate level of household income and family size.*
- *The CFW project designs should use standard Work Norms maintained by DSWD, ensuring consistency in approach and fair payment.*

Communications and accountability

- *Standardised IEC materials to support CFW operations should be approved, printed and available for immediate use.*
- *A standard feedback mechanism for suggestions and complaints should be agreed with PRC and procedures and protocols integrated into the CFW design. The purpose and benefits of the feedback mechanism must be understood, particularly by the field staff.*

7.2.2 Cash for Work - Chapter/field level recommendations

Cash for Work procedures

- *Work Norms developed by DSWD and utilised by other agencies should be reviewed to ensure consistency in calculating work days per task.*
- *All cash for work should be reviewed to identify tasks more suited for women and those with disability. This will require a commitment in planning and an advocacy role with barangays and other leaders to support these identified opportunities. Consider establishing daily childcare options to encourage mother's inclusion if appropriate.*
- *The revised selection criteria and its approval process for unskilled labour should be agreed with the barangays in advance. In the absence of a confirmed jointly agreed selection process, PRC should review the utility of intensive house to house selection.*
- *Post distribution monitoring should be continued in Iligan City and the findings analysed. This will give a better understanding of the contribution of the income from CFW to the household*

Delivery and sustainability

- *Ensure adequate daily technical supervision to guarantee the quality of works. Once approved by a qualified engineer, daily supervision of works could be adequately done by a skilled mason or builder who could spend significant periods at work sites each day.*
- *Strengthen knowledge of work supervisors to ensure they have the necessary skills and understanding for effective monitoring and ensuring uninterrupted work.*
- *All monitoring staff should be First Aid trained and equipped with a service kit, with established procedures for referral in case of accidents. First Aid kits should be regularly replenished.*
- *Stronger tools (shovels, hoes and wheel barrows) should be purchased for heavy work such as de-clogging canals and debris clearing.*
- *Ensure an adequate number of suppliers that ensures timely delivery of materials, facilitated by adequate project logistical capacity.*
- *Recognising financial constraints, realistic maintenance plans for rehabilitated infrastructure should be agreed with the barangays and included in project agreements and handovers, prior to starting the work.*
- *Sets of tools should be donated by the project to facilitate and encourage community maintenance of the rehabilitated drainage infrastructure. The project already has this*

provision. If functional, the PHAST group should receive the tools, otherwise tools should be provided to the Parok administration.

- Ensure consistency in resources applied to each planned rehabilitation to maintain work schedules, promote quality and consistency and build overall project unity.
- As a final activity, staff and volunteers should undergo training in cash transfer programming. This could be organised in conjunction with the IFRC, using the recently revised CTP training materials.

8. Good practice and lessons learnt

8.1 WASH - Software good practice and lessons learnt

Good practice from this intervention that can inform future water and sanitation interventions are as follows;

Enabling factors

Having adapted hygiene promotion materials for the Philippines context allowed the project to start hygiene promotion activities in January 2012, in the first phase of the emergency. Other agencies took time to develop their materials negatively impacting of the timeliness of their delivery. The availability of trained and experienced PRC facilitators was a critical part of readiness which led to a smooth roll out of the PHAST component.

Methodology

The early completion of a KAP survey was extremely helpful to identify current hygiene practices and health risks and plan the content of the PHAST sessions including specific IEC materials with relevant and appropriate messages. PRC staff and PHAST facilitators were very creative including additional hygiene related topics and activities including dengue and leptospirosis prevention brochures and posters and hand washing songs to motivate the audience.

Volunteer motivation and high levels of retention also benefited the operation; particularly impressive given over 140 volunteers took part. In the emergency and early recovery phases, volunteers had to carry out intensive work of identification, consultation, surveys and sensitisation for extended periods of time. A strong coaching system was in place and relevant equipment and standard formats for volunteers and supervisors to use. The introduction of 'dry runs' ensured sessions were better structured and messages were clear. This increased the confidence of the CHVs.

The development of community action plans to maintain the improvements in environmental sanitation and their submission to the barangay authorities was a good step representing an



Testimony 4. CHV volunteer
Photo: Afrhill Rances/IFRC

"Meredyll Rolla, 55, PRC Community Health Volunteer, resident of Barangay Puntod in Iligan City says that participation of community members during the hygiene promotion sessions 'came from the heart'. They learned to segregate their wastes and maintain the cleanliness of their surroundings, that even after completing the sessions, the community health volunteers in the barangay spearheaded the cleanup drives conducted by the local government once a month every Saturday."

adaption of the regular PHAST processes in cases where communities did not have specific water and sanitation facilities to construct or maintain. Clean up drives undertaken in the puroks were an indication of successful mobilisation achieved by the project.

The experience gained from the impact of TS Washi and the work on disaster preparedness undertaken with the barangays was that communities close to the river and coast were evacuated as a precautionary measure in December 2012, prior to the arrival of Typhoon Bopha. Although some physical damage was sustained this proactive action resulted in no casualties being reported. The success of these mitigation actions was greatly appreciated by the barangay authorities who recognise the role played by the Red Cross.

Following Typhoon Bopha, project resources and experience has used to establish hygiene promotion and cash for work activities in southern Mindanao. Project officers and volunteers were deployed to Davao to train the staff and chapter based volunteers involve in the emergency. This was another positive outcome of the project.

8.2 Cash for work good practice and lessons learnt

Developing CFW systems and building an experience base

The PRC and supporting PNS worked closely with the Cash Learning Partnership (CaLP) in designing their CFW approach and delivery systems. ACF also supported initial staff trainings and both agencies remain committed to sharing experience and improving practice in CFW with PRC.

Within the space of six months this project has been able to design and operationalise new systems and procedures for CFW which have facilitated 54 rehabilitation projects contributing directly to improved environmental sanitation. The procedures and experience gained should be translated into Standard Operational Procedures to complement the cash transfer tools being developed by the National Society.

Payment systems

This project has further confirmed payments through LBC is timely, secure and simple to do in more urban areas. Other providers such Globe are being used in more rural areas. Such payment systems could also be used for volunteer allowances and other individual payments, increasing the efficiency of PRC operations.

Selecting workers

The investment in selecting workers for CFW activities should be proportional to the goals of the project and the scale of the work. Selecting the most vulnerable for a livelihoods recovery intervention warrants more thorough analysis and community engagement compared to selecting a small number of workers for limited infrastructure repair. Improving DSWD lists that consider HH income through a sample verification process may prove quicker and more accurate for this type of project where assisting livelihoods recovery is a secondary goal. The experienced from this project will inform the development of rapid CFW selection criteria, linked to the principle goal and purpose of the project.

9. List of Annexes

1. ToRs (for the evaluation)
2. List persons interviewed, FGD and sites visited
3. Data collection instruments
 - 3.1 WASH lines of enquiry (KII, FGD checklist)
 - 3.2 Cash for Work lines of enquiry (KII, FGD checklist)
4. WASH Software
 - 4.1 KAP post and pre survey result & analysis
 - 4.2 Constitution and internal guidelines for BAWASA
 - 4.3 Training syllabus for BAWASA
 - 4.4 Community action plans examples
 - 4.5 WASH Cluster Lessons Learnt, Tropical Storm Washi (Sendong), 2013
 - 4.6 PHAST volunteer record book example
5. Cash for Work
 - 5.1 Guidance on Cash for Work in Emergencies and Early Recovery Programmes (draft), September 2012
 - 5.2 CFW implementation schedule CDO
 - 5.3 CFW implementation schedule Iligan City
 - 5.4 Cash for Work leaflet
 - 5.5 Cash for Work Guidelines-Methodology ECHO CDO-Iligan and tool-box
6. PRC
 - 6.1 Organigram CDO Chapter
 - 6.2 Organigram Iligan City Chapter

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