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iTrack
Evaluation

ILO INDEPENDENT FINAL EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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Acronyms

ARMM	Autonomous Region in Muslim Mindanao
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BDP	Bangsamoro Development Plan
BPDA	Bangsamoro Planning and Development Authority
CAB	Comprehensive Agreement on Bangsamoro
CBO	Community Based Organisations
CO	Country Office
CPO	Country Programme Outcome
CEEP	Community Emergency Employment Programme
DAC	Development Assistance Criteria
DOLE	Department of Labor and Employment
DoH	Department of Health
DSWD	Department of Social Welfare and Development
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EIIP	Employment Intensive Investment Program
EPD	Employment Policy Department
FGD	Focus Group Discussion
IA	Implementation Agreement
IFE	Independent Final Evaluation
ILO	International Labour Organization
IP	Implementing Partner
KEQ	Key Evaluation Question
KII	Key Informant Interview
LGU	Local Government Unit
LRB	Local Resource Based
MCI	Morrissey Consulting International
MILG	Ministry of Interior and Local Government of BARMM
MoH	Ministry of Health of BARMM
MOLE	Ministry of Labour and Employment of BARMM
MOST	Ministry of Science and Technology of BARMM
MPW	Ministry of Public Works of BARMM
NHTS	National Household Targeting System
OCM	Office of Chief Minister
OECD	Organisation for Economic Cooperation and Development
OPAPP	Office of the Presidential Adviser on the Peace Process
OSH	Occupational, Safety and Health
PARC	Project Advisory and Review Committee
PCVE	Prevent and Counter Violent Extremism
PFSD	Partnership Framework for Sustainable Development
PDP	Philippines Development Plan
ROAP	Regional Office for Asia and the Pacific
RDP	Regional Development Plan
SDG	Sustainable Development Goals
SGA	Special Geographic Area
SPO	Strategic Policy Outcome
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNSDCF	UN Sustainable Development Cooperation Framework
WASH	Water, Sanitation and Hygiene

Executive Summary

This report details the results and findings of an independent final evaluation (IFE) of PHL/18/04/JPN *Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao (The Project)*. The implementation period of the project is from 1 April 2019 to 31 March 2022.

The project was funded by the Government of Japan through the Ministry of Foreign Affairs to promote decent work, provide access to clean and safe water, and contribute to building peace in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) of the Philippines. The project was implemented by the International Labour Organization (ILO).

Purpose, Scope, and Client

The main purpose of IFE was to evaluate the project's overall performance in implementation and management and quality of results achieved. The IFE also sought to promote accountability of the ILO to its key stakeholders, including: (i) Japan's Ministry of Foreign Affairs, as the main donor; (ii) tripartite constituents and project partners in BARMM; and (iii) project implementing partners and beneficiaries. The IFE also sought to enhance learning within the ILO and among key stakeholders.

The IFE covered all interventions under the project from the project inception until the time the IFE was completed in March 2022. Geographically, the IFE focused on BARMM localities including completed sub-project sites and those that were completed in late February and early March 2022. Participating sites included: (i) Looy, (ii) Timanan, (iii) Renti, (iv) Rifao; (v) Nangaan, and (vii) Rosary Heights VII.

Approach and Methodology

The IFE was primarily qualitative in nature. However, the IFE included quantitative elements, primarily the review and use of available secondary data. Key steps in the methodology included: (i) a desk review of available documents and an initial analysis of the Theory of Change (ToC) and logframe; (ii) an initial briefing with the evaluation manager and key ILO CO and ROAP staff; (iii) key informant interviews (KIIs) with key stakeholders and project staff; (iv) focus group discussions (FGDs) with key implementing partners, workers, and beneficiaries; and (v) data analysis and synthesis. A final stakeholder workshop was held at the end of the data collection process to present and validate findings and to seek input from stakeholders. Key stakeholders also provided comment and feedback into the final draft report.

Key Findings

Relevance

The project has a high degree of relevance as it targets a defined need and is aligned to relevant national and regional government and policies, particularly in relation to the provision of water and sanitation services. At a national level, the project aligns to the Philippines Development Plan (PDP) 2017-2022 and at the regional level it aligns to the BARMM Regional Development Plan (RDP) 2017-2022 and the 1st Bangsamoro Development Plan (BDP) 2020-2022. The RDP has prioritised the provision of water and sanitation access and services across BARMM.

At an international level, the project aligns to the SDGs, with a specific focus on SDG 6 *Clean Water and Sanitation*; SDG 8 *Decent Work and Economic Growth*; and SDG 16 *Peace, Justice, and Strong Institutions*. At an indirect level, the project also contributes to SDG 3 *Good Health and Wellbeing* and SDG 5 *Gender Equality*. The project also aligns to the ILO's Decent Work Country Programme (DWCP) 2020-2024 for the Philippines and the ILO's Strategic Plan 2018-2021.

The project concept note was prepared at short notice, but it is appropriate to achieve desired results. The concept provides a clear strategy and rationale to achieve desired results. The ToC is also appropriate

and sound. It highlights key outputs and linkages between various components of the project. One suggestion for future learning is to invest more time and effort to demonstrate the linkages between outputs and outcomes and associated assumptions.

The EIIP approach in the context of the project was adequate, relevant, and appropriate to deliver the project objectives. Construction of water systems utilised the LRB approach. This provided employment and skills training and enhancement that contributed to the objective of alleviating poverty in recipient municipalities and communities, across different stakeholders. The core strengths of the EIIP approach is that it provides skills training, income, and promotes social protection by supporting workers to access national Social Security Services (SSS) such as PhilHealth and accident insurance.¹ In addition to the provision of social protection, the project also provided Thirds Party Liability insurance given the high risk of construction work in some areas.

The project has responded very well to impacts and influence of COVID-19. The use of IPs was a significant pivot that has proven very successful in maintaining momentum and maintaining quality and consistency. The implementation of CEEP was an approach primarily to target workers in the informal economy who were affected economically and more socially vulnerable to the impacts of COVID-19.

Coherence

The project has sought at all times, where relevant and appropriate to align implementation alongside other national and regional projects and programs operating in the region. The project aligns to a number of important BARRMM initiatives including: (i) a program for ex-combatants; (ii) social security services; (iii) WASH in schools; (iv) OSH; (v) Green works and green jobs; (vi) ILO supported child labour project. The overall assessment is that the project has made significant contributions to align and engage with other development and government programs. This in turn has had significant positive benefits for the project in terms of its effectiveness and overall sustainability.

Effectiveness

The project has made significant progress towards the achievement of planned outputs and associated outcomes. A total of 95% of all outcomes and outputs have been achieved. For those outcomes and outputs that have been realised, in a majority of cases, project targets have been exceeded. One area that has under-performed is the access to households. The total number of houses reached was less than expected. Some reasons may include the remoteness of sites, smaller populations living further distances from each other and the on-going security concerns which limit movements in the region. Another key reason was the project intended to provide water systems in the islands but due to COVID-19 the funds were repurposed to focus on CEEP. This is a key contributor to the reduced number of households reached. A key outcome of the project is to improve access to safe and portable water for households. The results indicate that this has not been achieved but has been scaled up by the inclusion of schools and school children. For noting on future interventions, the structure of logframe contains a number of repetitions between outcome and output indicators

The project operates through Implementation Agreements (IAs) with IPs. The use of IPs in implementation and management has been a key success factor for the project. IPs have been able to leverage their knowledge and existing relationships with communities to build trust and access sites that would prove

¹ The project provided workers 3 types of social protection (aside from wages) Social Security System is a government social security service <https://www.sss.gov.ph/sss/appmanager/pages.jsp?page=sssmandate> PhilHealth (a government health insurance - <https://www.philhealth.gov.ph/> Accident insurance (can be procured from government, private and non-government entities; in the case of the project, we procured from private (ML) and majority from non-government Philippine National Red cross—it was more practical and cost-efficient for the project)

problematic under normal implementation arrangements. The use of locally engaged project staff from the region is also critical.

The project has also combined both physical infrastructure provision and institutional support and capacity development. The application of CEEP has been a strong contributor. CEEP provides a model for an employment-centred crisis mitigation approach that strongly adheres on the advocacy of decent work. MOLE was the implementing partner in this work. CEEP provided emergency employment to the informal economy for 15 days and underpinned ‘decent work’ through adherence to labour standards, a minimum wage, and equal access to employment opportunities for women and men. Coverage for social protection was improved by ensuring workers were safe at work including against the COVID-19 threat and they were provided Social Security Services (SSS) through government, Philhealth and accident insurance. Workers were also trained on Occupational Safety and Health (OSH). The application of the CEEP model provided a useful framework upon which MOLE can continue into the future.

The main constraint to the achievement of targets, particularly the completion of works has been influenced by a number of factors including: (i) site selections; (ii) remote locations, (iii) travel restrictions and (iv) the buy-in of the governance members and the overall governance mechanism

The use of community contractors is an essential component of the EIIP approach. It is an effective and efficient means to build capacity, teach new skills and approaches, ensure local ownership, and support local employment and private sector development. The project, through IPs, has invested considerable time in working with and supporting community contractors. IPs indicated that they received well timed and regular support on key topics which were then shared with communities

The project has contributed well to short-term employment, but evidence of longer-term job creation is less certain. Worker days created through CEEP have also been beneficial and have a high chance of continuing.

Through the project, access to water and sanitation infrastructure has been enhanced. The extent of infrastructure reach and access though, is somewhat unclear. The quality of infrastructure provided is also sound and is structured in a context specific manner that enables communities to both utilise and maintain. If time permitted, a more detailed assessment of the level and type of access could have been completed by the project team as part of completion reporting.

A key success factor of the project has been the use and application of Operation and Maintenance (O&M) plans. ILO led in partnership with IPs and MOLE, a series of community-based OSH trainings. OSH trainings were introduced to some sites due to lack of capacity of the region to monitor OSH compliance (considering the risk level of construction work). The project has provided appropriate support to both LGUs and MOLE to ensure they are engaged and have the capacity to oversight and work on maintenance.

Efficiency

The project has demonstrated a sound approach to the allocation and management of financial resources and associated inputs. The project budget was developed in a relatively short period of time as part of the concept note. It is also important to note that the project has had a total of two no-cost extensions. While this does not require the provision of additional budget it does require adjustments to budget line items and the “stretching” of resources over a longer time period. Also noted that ILO CO-Manila did contribute resources to supplement project budget in the last months of the project, (e.g., through contracting support and procurement of supplies).

The impact of COVID-19, on-going security concerns and the selection and access to sites have all impacted upon the project’s ability to deliver outputs and outcomes in a timely manner. The impact of

this has been less time to engage with government and community stakeholders to ensure systems, processes, tools, manuals, and guidelines are all finalised and agreed.

The management model for the project is highly effective and efficient. It is appropriate for the context and has been a key success factor in ensuring the project remains on track and delivers quality products and outputs. The only challenge with the management model has been the implementation and engagement of an overarching governance mechanism. The Project Advisory and Reporting Committee (PARC) was the central governance unit. PARC conducted four regular meetings (two meetings were held jointly with the ILO managed Child Labour project). An additional two special meetings were convened to discuss the replacement of a water site.

Sustainability

The project is demonstrating elements of sustainability. A key contributing strategy has been the establishment of a sense of ownership and responsibility for outputs and outcomes by working directly with communities and workers. Social dialogue at all stages of implementation has also been a key strategy in sustaining project benefits. The use of community-based oversight and management is another key component of sustainability.

Sharing and communication of lessons and best practices with other implementers and in different platforms such as social media and local and international publication platforms were also strategies that were employed well and have the potential to attract replication by other projects and interventions.

The project also has a strong likelihood of durability. Durability, however, is heavily influenced by local government and political leadership, by the willingness of LGUs/MOLE to commit to long-term engagement, establish budget lines and engage with communities. The project has maintained a high degree of visibility and communication during implementation which provides opportunities to solicit funds from other donors or leverage of existing government interventions.

Impact

The project has contributed to ILO SPO, CPO, and the SDGs in terms of short-term job creation and inclusion of decent work and promoting inclusion of social protection measures (e.g. SSS, PhilHealth and accident insurance). All project sites were selected on the basis of need for water and lack of access. All stakeholders engaged through the FGDs indicated that the largest impact the project has had is on improving access to potable water.

The achievement of poverty alleviation is less obvious. An assessment of poverty requires more detailed analysis but anecdotal evidence from FGD's indicate direct benefits from income, particularly during COVID-19 restrictions

Cross-Cutting Issues

Gender considerations are a core component of the EIIP approach, and the project has sought at all stages to ensure gender context specific approaches and interventions have been designed and applied. A considerable amount of time has been invested as part of the community consultation and engagement process to speak of gender, its importance and the requirements and expectations of the project through the EIIP model. The project cannot be criticised for not trying to support and promote gender. It is evidence that gender considerations take a significant amount of time and require long implementation periods and high degrees of human and financial input.

The project has been successful in delivering technical support and training through the EIIP model towards improving working conditions, supporting gender considerations (see previous section) and in promoting environmental concerns.

Good Practices and Key Lessons Learned

Good practices include:

- The time invested initially in working with communities/beneficiaries to build trust, explain interventions and strengthen ownership through employment and oversight of maintenance work and management decisions.
- The application and utilisation of LRB approaches, coupled with the engagement of IPs and community contractors established a stronger base for sustainability than what would have been realised through traditional forms of infrastructure provision.
- The application of labour and employment standards were applied and adhered to during implementation. Workers were provided with standard wage rates, social protection coverage, OSH trainings and safety equipment, and other related skills training for the construction and maintenance of the water systems (technical and business planning).
- The use of a locally engaged project team led by a project manager from the region serves as an effective demonstration and model for other EIIP projects. External consultants or advisers do not have the access, relationships, or networks
- Development of Operation and Maintenance (O&M) plans are a key implementation and management tool and support the transition of ownership and management.

Key lessons learned identified from the IFE include:

- Lesson 1 – Projects operating in complex environments require a significant amount of time and investment to build awareness, seeks engagement and ultimately promote ownership. There is also scope as part of community engagement to address existing issues that underpin social tension. While this is ultimately a community responsibility, projects should seek to reduce elements of tension and promote peaceful engagement and support.
- Lesson 2 – For O&M to be sustainable, there is a need for on-going technical support to document and institutionalise support within LGUs. Communities cannot be expected to maintain infrastructure into the long-term and require government intervention and support. This is a government responsibility Lack of such services results in increased inequalities which is a common source of civil unrest.
- Lesson 3 – Completed guidelines, tools and manuals coupled with training and technical support are critical to promote sustainability and ownership. Without formalised documents, it is difficult for government entities to maintain support.
- Lesson 4 – In building the capacity and supporting IPs and community contractors/CBO's it is important to consider the absorptive capacity of these, particularly as they relate to project and financial management. A structured approach to training and capacity development is required over an extended period to allow time for adoption, application, and learning.
- Lesson 5 – Locally engaged staff who are familiar with the context and have local knowledge and experience are essential when dealing with communities and government. Externally engaged staff would not be as effective.
- Lesson 6 - Barangay²/community leadership is critical for long-term sustainability. A “leading by example” approach has worked as it enables for the formation of trust and buy-in of community representatives and worked. LGU support as well and LGU commitment to maintenance and financing is also crucial for sustainability.

² *Barangay* is the smallest political and administrative unit in the Philippines forming the most local level of government.

Based on the findings, evidence, and conclusions, the following recommendations are made for consideration:

Recommendation 1: The project to complete all outstanding work in the remaining time period and to complete relevant handover of water systems according to workplan. This should include adequate handover and debriefings with LGUs and MOLE.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, LGUs and MOLE	High	Short	Moderate

Recommendation 2: The project, with support from CO and ROAP, to ensure all guidelines, manuals and tools are documented and updated and shared with MOLE and LGUs to support on-going monitoring and management.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, ROAP(incl. DWT, EIIP)	High	Short	Moderate

Recommendation 3: LGU's, with support from BARMM regional government and the PARC, to ensure that future budgets incorporate funding for on-going supervision and maintenance to support communities and to promote longer-term sustainability.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
LGUs, PARC	High	Medium	Low

Recommendation 4: The project, with support from CO and ROAP, to document "the story" of the project as a means to promote the approach and key achievements. This document can be used by the donor as promotional material and adds to the knowledge base for EIIP for replication and use in other contexts.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, ROAP (incl. DWT, EIIP)	High	Short	Low

Recommendation 5: The project and ILO-CO to support MOLE adopt and apply the CEEP model incorporating relevant labour and employment standards and make it a permanent program in the community, with support from LGUs. If work is implemented according to the model, there are opportunities for further collaboration, partnership, external support and integration with other projects and programmes.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, MOLE	Medium	Short	Moderate

Recommendation 6: The project and ILO-CO to support MOLE in setting up a process of sharing of best practices and mentoring between and among LGUs/BLGUs/project sites. Communities are demonstrating practices with high potential for long-term success (e.g. strengthened leadership and social dialogue, O&M implementation) that can advance with further engagement and sharing of experience and lessons learned to foster greater collaboration and improvements in maintenance.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, ILO-CO MOLE	Medium	Short	Moderate

Recommendation 7: ILO-CO and ROAP to consider building in impact assessments and evaluations studies into all future infrastructure projects as part of an overall strategy to raise the importance of evaluation and to collect and present data and information for assessment, transparency, and future learning.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO-CO and ROAP (DWT) and DEVINVEST	Medium	Long	Moderate

Introduction

This report details the results and findings of an independent final evaluation (IFE) of PHL/18/04/JPN *Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao (The Project)*. The implementation period of the project is from 1 April 2019 to 31 March 2022.

The project was funded by the Government of Japan through the Ministry of Foreign Affairs to promote decent work, provide access to clean and safe water, and contribute to building peace in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) of the Philippines. The project was implemented by the International Labour Organisation (ILO).

The following sections outline background, IFE purpose and scope, approach and methodology and key findings. Key lessons, challenges and recommendations are also provided.

Project Background

The BARMM is home to several groups of people such as the moros or muslims, lumads or non-moros indigenous people, and Christian settlers recognised and acknowledged under the Bangsamoro Organic Law (BOL) enacted on 26 July 2018 by President Rodrigo Duterte. The ratification of BARMM in 2019 abolished the Autonomous Region of Muslim Mindanao (ARMM), which was created through Republic Act No. 6734 on 1 August 1989 and consisted of the provinces of Lanao del Sur, Basilan, Sulu, Maguindanao and Tawi-Tawi. Under BARMM, the autonomous region's territory expanded to include 63 barangays in North Cotabato (Special Geographic Area) and Cotabato City.

Conflict-sensitive BARMM lags behind most development indicators in the Philippines. As reflected in the PSA 2018 Official Poverty Statistics, the region is the country's poorest with a poverty incidence among families of 53.6%. Majority of households in the BARMM have inadequate access to potable water supply. Most communities are also vulnerable to water-borne diseases with many poor families relying on unprotected and contaminated water resources. Data from the Philippine Statistical Authority in 2016 showed that only 53% of families in the region have access to safe water. BARMM has the lowest proportion of families (74%) with basic access to the drinking water service in 2019. This is lower than the national average of 85%.

Despite the progress towards peace and opportunities for better life in affected areas, BARMM is still threatened by violent extremists who target young and easily swayed civilians to follow their ideology. The Government, in collaboration with Local Government Units (LGUs), religious scholars and prominent clans, initiated the program Prevent and Counter Violent Extremism (PCVE) in a bid to deny extremists chances to recruit new members. This movement acknowledges that the cycle of poverty and conflict, if not addressed, will continue to compromise the Region's development.

In 2016, the United Nations (UN) Secretary General endorsed the UN Plan of Action to Prevent Violent Extremism, which underscored the need to address underlying conditions that drive individuals to radicalise and join violent extremist groups. Recommended actions included focus on education, skills development, and employment facilitation; empowering the youth; gender equality and empowering women; dialogue and conflict prevention; and engaging communities.

The project built on ILO's existing and previous work in the Philippines, including crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works, and local economic development. It further advocated for workers' rights, social dialogue, social protection, and employment creation. The capacities of local communities improved as members were also involved in developing, constructing, operating, and maintaining water supply, sanitation, and hygiene facilities.

The project's main task is improving the communities' access to safe and reliable water supply for domestic and/or agricultural production. It is expected that with safe drinking water for households, other agencies and organizations will come in and provide sanitation and hygiene facilities. The project will coordinate and collaborate with the relevant agencies and organizations in the covered areas. The project will also determine if wastewater harvesting processes can be installed to also improve the communities' adaptive capacity to impacts of climate change.

The project's goal is to *alleviate poverty in communities prone to conflict in the BARMM through improved access to safe and reliable water supply and sanitation services.*

Key objectives included:

- Identify and select target communities for the water supply development projects.
- Mobilise, organise, and train communities to become community contractors.
- Generate short- and long-term jobs in the implementation of the appropriate water supply development projects.
- Conduct training on proper operation and maintenance of the new facility

The project originally planned to implement water supply development in mainland and island provinces of BARMM. However, due to the COVID-19 pandemic, the project has focused only on BARMM's mainland area including Maguindanao, Lanao del Sur and in the Special Geographic Area (SGA) in North Cotabato. In addition, with approval from the Government of Japan, resources initially planned for the islands were repurposed to implement the Community Emergency Employment Programme (CEEP) in partnership with the Ministry of Labour and Employment (MOLE). The CEEP provided emergency employment to the informal economy workers in the region who were affected by the pandemic. Over 1,800 workers and almost 12,000 households in conflict-affected communities stand to benefit from economic activities. The project further integrates environmental standards and conservation measures to promote green jobs and to provide immediate income.

Purpose, Scope, and Client of the Evaluation

The main purpose of the IFE was to evaluate the project's overall performance in implementation and management and quality of results achieved. The IFE also sought to promote accountability of the ILO to its key stakeholders, including: (i) Japan's Ministry of Foreign Affairs, as the main donor; (ii) tripartite constituents and project partners in BARMM; and (iii) project implementing partners and beneficiaries. The IFE also sought to enhance learning within the ILO and among key stakeholders. The IFE had the following specific objectives:

- Assess whether the project responded to the needs and priorities of beneficiaries within the scope of the project and whether it had an appropriate design and associated strategies to achieve intended results including during the COVID-19 pandemic.
- Assess whether resources were strategically allocated and efficiently used to deliver expected outputs and outcomes in a timely manner.
- Assess whether the expected results have been effectively achieved at the project level and the project contribution to achieving ILO Country Programme Outcome, (CPO) ILO Strategic Policy Outcome (SPO), and Sustainable Development Goals (SDGs) as well as their sustainability.
- Assess whether the Employment Intensive Investment Program (EIIP) approach was relevant and effective in bringing skill development, entrepreneurship, social protection, and other cross-cutting concerns in the water sector.
- Assess the project's contribution to alleviating poverty in communities prone to conflict in the BARMM.

- Enhance organisational learning through documented best practices and lessons learned emerging throughout the project cycle.

The IFE covered all interventions under the project from the project inception until the time the IFE was completed in March 2022. The IFE was completed in February-March 2022. Geographically, the IFE focused on BARRM localities including completed sub-project sites and those that were completed in late February and early March 2022. Participating sites included: (i) Looy, (ii) Timanan, (iii) Renti, (iv) Rifao, and (vi) Rosary Heights VII.

The IFE adapted the standard the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria. The criteria incorporated: (i) relevance; (ii) coherence; (iii) effectiveness; (iv) efficiency; and (v) impact orientation and sustainability. ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development were also included.³

The IFE also provided specific attention as to how the project aligned to programme and policy frameworks at the national and global levels, including: (i) the UN Sustainable Development Cooperation Framework (UNSDCF); (ii) national development strategies; and (iii) other relevant national development frameworks.

Key primary audiences of the IFE were: (i) the project team and ILO Country Office (CO); (ii) Japan’s Ministry of Foreign Affairs; (iii) ILO Regional Office –Asia Pacific (ROAP); and (iv) Implementing Partners (IPs). Secondary audiences include: (i) MOLE; (ii) LGUs; (iii) community contractors and workers; and (iv) beneficiaries.

Evaluation Criteria, Key Evaluation Questions and Methodology

The IFE addressed all the questions contained in the Terms of Reference (ToR). A copy of the ToR is included as Annex 1. Table 1 below highlights the Key Evaluation Questions (KEQs) addressed during the IFE. An evaluation matrix was also prepared and is included as Annex 2 to guide associated methodologies and data sources to support the IFE process.

Table 1: Key Evaluation Questions

Evaluation Criteria	Primary Questions
Relevance and validity of design	<ul style="list-style-type: none"> • EQ 1: Are the project design and strategies adequate to improve access to safe and reliable water supply and sanitation services and contribute to alleviating poverty in conflict-prone communities in the BARRM? <ul style="list-style-type: none"> - EQ Sub-Question 1: To what extent is the EIIP approach relevant in improving safe and reliable water supply and sanitation services and contributing to alleviating poverty in the region? - EQ Sub-question 2: What are the strengths and weaknesses of the EIIP approach implemented by the project? • EQ 2: To what extent has the project responded to the needs and priorities of the beneficiaries, implementing partners, donor, ILO constituents (government, employers’ organisations, unions) and other relevant stakeholders in the in the BARRM? • EQ 3: To what extent has the project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other project stakeholders during the COVID19 pandemic?

³ The analysis of gender-related concerns was based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Programmes (September 2007). In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team.

Coherence	<ul style="list-style-type: none"> • EQ 4: Have there been any synergies/collaboration between the project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the project and its sustainability?
Effectiveness	<ul style="list-style-type: none"> • EQ 5: Have the project's planned outputs been achieved? What factors have contributed for the attainment? If not, what are the constraints? • EQ 6: How prepared are the community contractors in addressing demands for local construction work? What strategies have been employed to prepare them for their responsibility in the project? • EQ 7: To what extent has the project contributed to the job creation through community-based water supply development and sanitation sub-projects? • EQ 8: To what extent has the project contributed to improved access to safe and reliable water and sanitation services of men and women in the BARMM? • EQ 9: To what extent has the project contributed to the strengthened capacity on proper use and maintenance of water supply system of communities in BARMM?
Efficiency	<ul style="list-style-type: none"> • EQ 10: Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes? • EQ 11: Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the project in doing so? • EQ 12: To what extent has the management model (i.e., organisational structure; information flows; decision-making in management) been efficient in comparison to the outputs and outcomes attained?
Sustainability	<ul style="list-style-type: none"> • EQ 13: What strategies have the project employed to ensure the sustainability of the project results? To what extent they have been effective? • EQ 14: Are the project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the project ends? What is the evidence? • EQ 15: What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of project's benefits? If so, what is it? • EQ 16: How effective has the project been in establishing ownership among relevant stakeholders at the community and local government level in the BARMM?
Impact	<ul style="list-style-type: none"> • EQ 17: To what extent has the project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals? • EQ 18: To what extent has the project affected the general access to potable water supply in the involved communities and the larger area? • EQ 19: To what extent has the project contributed to alleviating poverty in communities prone to conflict in the BARMM? • EQ 20: What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the project?
Cross-cutting issues	<ul style="list-style-type: none"> • EQ 21: To what extent has the project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive? • EQ 22: What efforts have been undertaken to ensure that benefits from project outputs and outcomes are inclusive to people of all ages, genders, and cultures in the BARMM? • EQ 23: To what extent has the project contributed to improving decent working conditions and the respect of gender equality, non-discrimination, disability and inclusion, human rights, and environmental concerns in the BARMM?
Lessons learned and best practices	<ul style="list-style-type: none"> • EQ 24: What challenges did the project encounter during the implementation? How have these challenges been addressed? • EQ 25: What are the best practices that emerged throughout the project cycle that can be replicated by other similar projects in the future? How effective has the project been in communicating them to wider audiences?

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| | <ul style="list-style-type: none">• EQ 26: What are the lessons learned pertaining to the implementation of EIPP approach? What are the suggestions for further improvement? |
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The IFE was primarily qualitative in nature. However, the IFE included quantitative elements, primarily the review and use of available secondary data. Key steps in the methodology included: (i) a desk review of available documents and an initial analysis of the Theory of Change (ToC) and logframe; (ii) an initial briefing with the evaluation manager and key ILO CO and ROAP staff; (iii) key informant interviews (KIIs) with key stakeholders and project staff; (iv) focus group discussions (FGDs) with key implementing partners, workers, and beneficiaries; (v) data analysis and synthesis; and (vi) a stakeholder workshop. At all stages of the IFE, the ILOs evaluation norms, standards, and ethical safeguards were followed and applied.

A brief outline of the methods applied to the IFE is presented below.

Desk Review: The desk review was an important component of the evaluation as it provided insights into the structure, design, and progress of the project to date. The desk review helped shape some of the evaluation questions presented above in Table 1 and supported the identification of possible areas of enquiries through the KIIs and FGDs. The IFE team also held initial briefings with the evaluation manager and project manager based on some initial findings and to shape the overall context of the IFE. A list of documents reviewed to date is included as Annex 3.

Key Informant Interviews: KIIs were the preferred methodology for interviews with key project staff, ILO representatives (field, CO and ROAP), Community Based Organisations (CBOs), Implementing Partners (IPs), workers, and the donor. KII's allowed for in-depth discussion and questioning. The KEQs presented in Table 1 were used as a guide. KEQ's were differentiated depending on the stakeholder being interviewed. Selection of participants was based on a purposeful sample⁴ whereby the evaluation team worked with the evaluation manager and project manager to discuss and prioritise key counterparts, stakeholders, and participants. The benefit of this approach was it allowed for the targeting of individuals who will provide in-depth insights into the IFE. It was also a financial and time efficient approach that enabled a broad range of individuals to be contacted and consulted in a short period of time. Key informants involved in KIIs comprised of:

- ILO Country Office staff (Country Director and Senior Program Officer).
- Water Project staff.
- Decent Work Team (DWT) and ROAP representatives.
- Implementing Partners.
- MOLE and LGU representatives.
- Representatives from other counterpart agencies and other programmes/projects (i.e. CSOs etc.).

The total number of people interviewed was 37 people (29 male and 8 female). A list of people interviewed is included as Annex 4. Flexibility was maintained in the interview schedule to allow for changes in timeframes and if secondary and follow-up interviews were required for some stakeholders.

Field Work and Focus Group Discussions: The IFE national consultant, undertook a field visit to Cotabato City to cover 3 selected sites from 14-17 February 2022. The purpose of the visit was to meet with project

⁴ Purposive sampling (also known as judgment, selective or subjective sampling) is a sampling technique in which researcher relies on his or her own judgment when choosing members of population to participate in the study. Purposive sampling is a non-probability sampling method and it occurs when "elements selected for the sample are chosen by the judgment of the researcher. Researchers often believe that they can obtain a representative sample by using a sound judgment, which will result in saving time and money

staff and to facilitate interviews and FGDs with CBOs, workers, and beneficiaries. These representatives were selected on a purposeful sample basis and also based on convenience and ability to travel in light of COVID-19 and current security restrictions. The IFE team discussed site selections with the program manager to ensure a transparent and accountable selection process. Consideration was also given to security and safety as well as efficiency in terms of the time available. The final sections included sites that provided rich and robust information and will be representative of the findings from other sites. Sites identified included: (i) 2 Water Project Sites (Brgy. Looy, South Upi, Maguindanao and Brgy. Nangan, Kabacan, North Cotabato; and (ii) 1 CEEP site (Cotabato City).

The table below summarises the numbers of participants who were identified to participate in the FGD's, the location of beneficiaries and workers and dates for the FGDs

Table 2: FGD Schedule

Community – Beneficiaries		
2 male and 2 female from any of the selected project sites for each of 3 FGDs (12 participants)	Selected Project Sites: Cotabato City, Looy, Timanan, Renti, Rifao, Naangan, North Cotabato 8 males and 8 females	15-17 February 2022
Community – Workers		
2 male and 2 female from any of the selected project sites for each of 3 FGDs (12 participants)	Selected Project Sites: Cotabato City, Looy, Timanan, Renti, Rifao, Naangan, North Cotabato 11 males 1 female	15-17 February 2022
Community – Contractors		
3 male and 3 female from any of the selected project sites for 1 FGD (6 participants)	Looy, Timanan 7 males	16 February 2022
Total: 35 Participants		

A total of 35 people were involved in the FGDs across selected sites (26 male and 9 female). This was slightly higher than the planned number outlined in the table above. Specific numbers are detailed in Annex 4.

Annex 5 highlights a data collection template for KII's against the key evaluation criteria into which notes, and comments were recorded and then analysed. Annex 6 also contained a suggested FGD guide used by the national consultant in fieldwork.

Prior to the commencement of KIIs and FGDs, the IFE team discussed and confirmed preferred approaches, intention of data collection and key questions to prioritise. Flexibility was allowed for each context and to adapt questions and include more secondary and follow-up questions. However, the team also maintained alignment to ILO ethical norms and standards for evaluations.

Data Analysis: Qualitative data analysis was applied to analyse data collected using the methods described above. This analysis involved conducting content analysis of the data, looking for patterns, categories, taxonomies, and/or themes. To ensure validity and reliability, the findings that emerged were triangulated

with existing data sources. Triangulation involved the confirmation of findings using multiple sources of data and methods of data collection.

The IFE team met daily to discuss and confirm key findings and sought to identify common threads and trends from the analysis. The analysis also sought to look for location and stakeholder-specific results and outcomes and address these as part of the context. The IFE team took notes during each interview and discussions and discussed key themes and analysis. This formed the basis of the broader analysis from the desk review to contribute to the shaping and development of this final report. A copy of the current logframe and ToC is included as Annex 7.

Stakeholder Workshop: A final stakeholder workshop was held at the end of the data collection process to present and validate findings and to seek input from stakeholders. There were number of community representatives who attended the workshop that has participated in FGDs. Key stakeholders also provided comment and feedback into the final draft report.

Cross-cutting concerns: Gender dimensions, ILS, and social dialogue were cross-cutting concerns that were incorporated into data collection and analysis. Both women and men were involved in consultations. Data reviewed by the IFE was disaggregated by sex and based on this analysis, was utilised to assess the relevance and effectiveness of strategies and outcomes for both women and men. Recommendations in the report reflect this analysis.

Evaluation Limitations

All evaluations and reviews have limitations in terms of time and resources. Some limitations pertaining to this IFE are outlined below:

Time and resources: the rigor of the data gathering, and analysis was constrained to some degree by the time available. The evaluation team did meet with all key stakeholders but was unable to follow-up with some stakeholders. The IFE team worked closely with the program and evaluation manager to identify and select key stakeholders. The limitation was mitigated through careful planning and scheduling of interviews and consultations.

Remote working: due to the COVID-19 situation it was difficult to conduct face to face meetings and interviews. The IFE team leader was unable to travel to project sites but led a significant number of the interviews with stakeholders remotely. The national consultant was able to visit project sites and led interviews and discussions with key stakeholders and beneficiaries. The IFE have worked together previously and remained in contact during field work. The IFE team leader provided technical backstopping and support to the field work.

Engagement of a national consultant: because of time limitations, remote working, and language barriers, a national consultant was engaged. While this approach is positive and welcome, it did limit the ability of the IFE team leader to make independent assessments. The IFE team leader relied on the expertise and knowledge of the national consultant to contribute to professional judgements and interpret the feedback and results of interviews and other data collection approaches.

Lack of engineering expertise in IFE team: The IFE team were not engineers and therefore could not claim to have a detailed understanding of infrastructure provision. However, this was mitigated through a review of existing reports, interviews with engineers and viewing photos and videos. Suggested future guidance would be to have an engineer included in future evaluative efforts.

Access to stakeholders and counterparts: the evaluation occurred in a COVID-19 environment with relevant travel restrictions which changed on a regular basis. In addition, BARMM, continues to exist in a fragile security environment with restrictions on movement in some areas. Not all government and

stakeholder representatives had access to adequate internet connections which posed challenges considering a remote working environment. Careful scheduling and use of alternative communication mediums (i.e. phone) were applied to minimise the risk. In addition, beneficiaries, CBOs, and IPs were brought to central locations to participate in interviews and discussions.

Lack of tripartite structures: the project operates a unique model in that tripartite partners are generally non-existent in the context of BARMM. The Minister of MOLE has suggested that the Bangsamoro Tripartite Wages and Productivity Board to become the "proxy" tripartite partner but their involvement in meetings and governance structures to date has been limited. The lack of an effective tripartite model can be a possible limitation to support implementation and overall governance. However, it did not have a significant influence upon data collection and analysis.

Judgements: the time limitations mean that professional judgements will need to be employed to interpret stakeholder perspectives. This was mitigated through careful consultation between IFE team members, the project, and evaluation manager. Ideas and findings were discussed and tested on a regular basis and were also presented back to stakeholders through a structured stakeholder workshop and also through feedback and comment on the final draft report.

Key Findings

The following sections summarise the key findings and analysis against the ToR and associate Evaluation Questions and Matrix (Table 1 and Annex 1 and 2). The findings also lead to key learnings and good practices and a series of practical recommendations and guidance for consideration by key stakeholders.

Relevance and Validity of Design

Relevance relates to the alignment of project initiatives to address specific needs and priorities and the extent to which these are aligned to relevant regional, and national policies, legislation, and programs. It also highlights the linkages to ILOs own internal policies, priorities, and strategies. Validity of design seeks to assess if the design process and content (i.e. Theory of Change and results framework) and overall approach are suitable and appropriate to meet needs and expectation while maintaining overall relevance.

EQ 1: Are the project design and strategies adequate to improve access to safe and reliable water supply and sanitation services and contribute to alleviating poverty in conflict-prone communities in the BARRM?

The project has a high degree of relevance as it targets a defined need and is aligned to relevant national and regional government and policies, particularly in relation to the provision of water and sanitation services. At a national level, the project aligns to the Philippines Development Plan (PDP) 2017-2022 and at the regional level it aligns to the BARMM Regional Development Pan (RDP) 2017-2022 and the 1st Bangsamoro Development Plan (BDP) 2020-2022.⁵

These targets of the PDP are further reflected in more specific labour and employment outcomes under the Department of Labour and Employment's (DOLE's) eight-point priority agenda where the strategic focus is on effective policies and measures in addressing unemployment and underemployment; promoting labour standards, the fundamental principles, and rights at work; strengthening protection and security of Overseas Filipino Workers; and enhancing social protection and welfare programmes. The agenda is sought to be pursued with workers' and employers' participation through tripartism and social dialogue.

The RDP has prioritised the provision of water and sanitation access and services across BARMM. Despite the priority placed on water provision, majority of households in BARMM still have inadequate access to potable water supply. Most communities are vulnerable to water-borne diseases with many poor families still relying on unprotected wells, springs, rivers, streams, ponds, and lakes that are often contaminated.

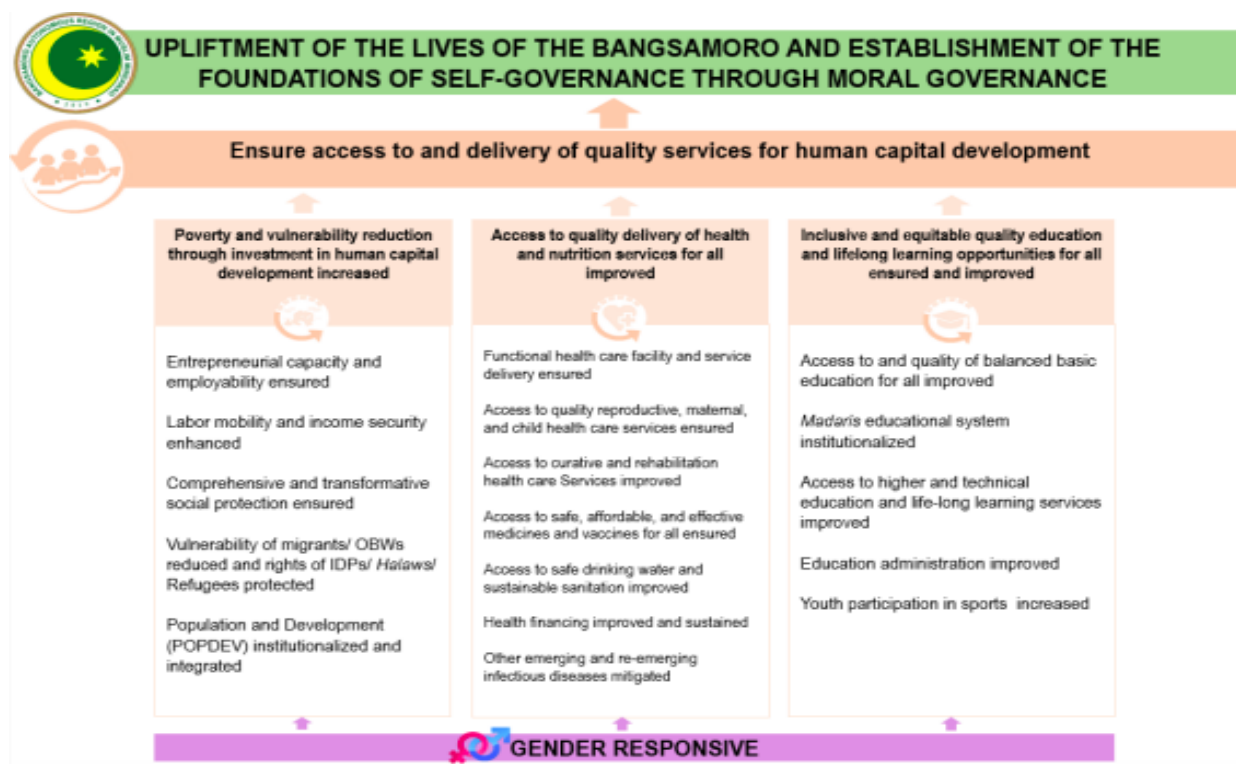
According to the Philippine Statistical Authority, only 54% of families in BARMM have access to safe water (2016 figures)⁶. This is lower than the national average of 85% and the lowest among the regions in Mindanao. Meanwhile, the Department of Health (DoH) reports that only 33% of households had access to adequate sanitation facilities.⁷ The BDP has prioritised safe drinking water and sustainable sanitation as part of its strategy to support communities in the region. Figure 1 below summarises the BDP priorities.

⁵ <https://bpda.bangsamoro.gov.ph/1stbpd/1st-bdp-2020-chapters/>

⁶ APIS 2016 Annual Poverty Indicators Survey FINAL REPORT

⁷ <https://www.unicef.org/philippines/press-releases/sanitation-targets-are-track-doh-who-and-unicef-ask-local-governments-invest>

Figure 1: BDP Priorities



In complementing the national and regional strategies, BARMM has also initiated a *BARMM 12-point priority agenda*⁸. The agenda seeks to clarify the roles and relationships between LGUs and the BARMM regional government. The 12-point priority agenda by the Bangsamoro Planning and Development Authority (BPDA) includes the enactment of priority bills; integration of development plans; establishment of appropriate bureaucracy; continuity of existing government services; special programs for transitioning combatants; supporting the on-going Marawi rehabilitation; development of enabling policy environment; activation of job-generating industries; enhancement of security; maximizing synergistic partnerships; ensure environmental compliance; and exploration of Bangsamoro’s economic potentials. Specific interventions that the project supports and contributes towards include:

- Set up and implement programs and projects that will respond to the pressing social and economic challenges in the BARMM such as poverty, education, health, access to clean water and electricity, job opportunities, agricultural productivity, and access to capital markets.
- Implement special programs for transitioning combatants and their families apart from regular programs of the national government so that they will become productive members of the society.

At an international level, the project aligns to the SDGs, with a specific focus on SDG 6 *Clean Water and Sanitation*; SDG 8 *Decent Work and Economic Growth*; and SDG 16 *Peace, Justice, and Strong Institutions*. At an indirect level, the project also contributes to SDG 3 *Good Health and Wellbeing* and SDG 5 *Gender Equality*.⁹

⁸ <https://bangsamoro.gov.ph/news/latest-news/barmm-starts-drafting-the-bangsamoro-local-government-code/>

⁹ Please refer to <https://sdgs.un.org/goals> for additional information.

The project also aligns to the ILO’s Decent Work Country Programme (DWCP) 2020-2024 for the Philippines and the ILO’s Strategic Plan 2018-2021. The project aligns to all three national priorities detailed in the DWCP 2020-2024. These include:

- Priority 1: Productive, remunerative, freely chosen, green, and sustainable work and employment opportunities available for all Filipino women and men willing to work.
- Priority 2: Improved labour market governance (including strengthened capacity of workers’ and employers’ organizations to effectively participate in and influence policy and decision-making processes) which ensures respect for all fundamental principles and rights at work, international labour standards and human rights.
- Priority 3: Equitable social protection that is available and accessible to all.

The project also aligns to the ILO’s Strategic Policy Outcome (SPO): *Outcome 1 – More and better jobs for inclusive growth and improved youth employment prospects*, and the ILO Country Programme Outcome (CPO): *PHL101 – Strengthened policies and programmes for employment creation of young people, vulnerable and marginalized groups, through the implementation of decent work approaches for sustainable development and disaster resilience*.

The project also supports the DWCP 2020-2024 in its efforts to align to the UN Partnership Framework for Sustainable Development (PFSD) priorities for 2019-2023. Specific interventions link to “green jobs” and the “promotion of decent and green jobs/livelihoods. These outcomes link to PFSD outcomes related to **Prosperity** and **Planet**¹⁰. Alignment is also realised under the PFSD’s outcomes related to **People**¹¹ and **Peace**¹² pillars. The Peace pillars are of particular importance and relevance to the work of the ILO within BARMM.

The project concept note was prepared at short notice, but it is appropriate to achieve desired results. The concept provides a clear strategy and rationale to achieve desired results. The overall approach to implementation and management support was sound. The project combined a mix of target inputs to provide physical infrastructure while also targeting labour based and community-led responses underpinned by training and capacity development. Institutional support was also provided to DOLE/MOLE and LGUs. The combination and mixing of interventions and strategies was appropriate as it blended a mixture of support and responded to needs of both communities and government stakeholders.

The ToC is also appropriate and sound. It highlights key outputs and linkages between various components of the project One suggestion for future learning is to invest more time and effort to demonstrate the linkages between outputs and outcomes and associated assumptions. The current ToC focused very much on activities as opposed to highlighting expected results and the causal linkages to achieve these. It is noted that the project team had very limited time to prepare and discuss the ToC structure and content with stakeholders. The ToC is included as Annex 7.

EQ 1 Sub-Question 1: To what extent is the EIIP approach relevant in improving safe and reliable water supply and sanitation services and contributing to alleviating poverty in the region?

The Employment Intensive Investment Program (EIIP) is part of the Employment Policy Department (EPD) of ILO which provides support to member states in addressing employment issues through public

¹⁰ PSFD Prosperity and Planet outcome statement: Urbanization, economic growth and climate change actions are converging for a resilient, equitable and sustainable development path for communities.

¹¹ PFSD People pillar: The most marginalized, vulnerable, and at-risk people and groups benefit from more inclusive and quality services and live in more supportive environments where their nutrition, food security, and health are ensured and protected.

¹² PFSD Peace pillar: National and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of more inclusive and responsive governance systems, and accelerating sustainable and equitable development, for just and lasting peace in conflict-affected areas of Mindanao

infrastructure investments. The work is carried out through knowledge development, capacity-building, and advisory technical services at policy and operational level. EIIP aims to support partners in the design, implementation, and evaluation of policy and programmes towards improved public infrastructures. One of the thematic areas of work of the project is the use of local resource-based (LRB) approaches to support community infrastructure development and jobs creation.¹³

The EIIP approach in the context of the project was adequate, relevant, and appropriate to deliver the project objectives. Water systems were built in communities in most need of potable water. From a peace perspective, the project targeted beneficiaries who were decommissioned combatants and also other marginalised groups (i.e. indigenous people) in conflict-prone communities.

Construction of water systems utilised the LRB approach. This provided employment and skills training and enhancement that contributed to the objective of alleviating poverty in recipient municipalities and communities, across different stakeholders. IPs with notable track record in project and contract management from the region were engaged for oversight and capacity building of community beneficiaries. This provided local context, knowledge, and insights on managing a community-based infrastructure project, underpinned, and guided by robust international standards and guidelines. At the barangay level, community-based organisations were tapped as contractors for the direct management and supervision of the project. Workers for construction were direct hires from the community. This approach built and enhanced the capacity of the locals, provided jobs and revitalised local economies as different entrepreneurial activities emerged. Local eateries and food selling opened, *sari-sari* stores or mini stores of goods, among others.

EQ 1 Sub-question 2: What are the strengths and weaknesses of the EIIP approach implemented by the project?

The core strengths of the EIIP approach are that it provides skills training, income, and social protection. It builds on ILO experience in promoting LRB approaches. LRB approaches combine the work methods and technologies underpinned by training and technical support in the planning, construction, operation, and maintenance of infrastructure investments without compromising cost-effectiveness and quality. Local resources include but not limited to: (i) labour, (ii) materials, tools, and equipment, (iii) skills and knowledge; (iv) local technologies; (v) contractors and service providers; (vi) institutions (including local government), (vii) and social capital (traditional structures, solidarity, and trust). Figure 2 below summarises the ILO’s approach to job creation through application of LRB approaches.

Figure 2: ILO approach to job creation through EIIP/LRB



¹³ https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/---invest/documents/publication/wcms_719955.pdf

The core strengths of the EIIP approach for the project was: (i) use of participatory methods to select sites and engage with target communities and beneficiaries; (ii) use of community contractors and workers under the LRB approach; (iii) emphasis placed on gender inclusive measures in both training and work; (iv) provision of training and support, particularly in Occupation, Safety and Health (OSH); and (v) provision of adequate minimum wage and associated social protection.

Social engagement, social dialogue, workers' rights, and associated discussions were mainstreamed across project processes and built into all stages of implementation. This proved to be a strength given the nature of the project and its engagement with stakeholders and beneficiaries.

The EIIP approach is appropriate as seeks to increase employment opportunities in construction both short and long term. The EIIP approach also offers increased opportunities to long-term employment when the nature of infrastructure works allows for it, e.g. in maintenance and operation activities. A weakness of the EIIP implementation is that with autonomy given to communities to prioritise and decide on approaches can sometimes leave marginalised and under-represented groups out of employment opportunities. In the case of the project, women were participants in training (including project management and administration) but were often overlooked for work. For those that did work, they were often placed into less intensive work. However, it is important to note that in some cases, women held management positions in the CBOs (CBO secretary, treasurer, etc).

Another weakness is also the relatively short-term nature of employment. Demand for work is high, and while any employment and income are welcomed, feedback from communities and beneficiaries indicated a need for longer-term employment opportunities. However, a few workers have been engaged by CBOs in the O&M of the completed water systems and some have expanded own personal businesses with income received.

EQ 2: To what extent has the project responded to the needs and priorities of the beneficiaries, implementing partners, donor, ILO constituents (government, employers' organisations, unions) and other relevant stakeholders in the in the BARRM?

The project has responded well to the needs and priorities of beneficiaries, IPs, the donor, and key constituent partners. The previous section highlighted alignment to relevant policies and strategies. The focus here is to discuss the specific interventions implemented that aligned and supported key stakeholders and partners. Key points include:

- Provision of 11 water units/sub-projects provided reaching 12,524 people (6,701 households¹⁴ + 5,823 students in schools).
- The provision of employment and income opportunities to 3,276 people (2,378 males and 898 females) totalling US\$312,207
- Provision of capacity and training support to IP's and community contractors utilising EIIP and LRB approaches.
- Provision of OSH training and support to both community contractors and MOLE representatives.
- Implementation of minimum wage conditions and promotion of social protection support through government mechanisms for all workers.

The engagement with MOLE and LGUs was very strong however the lack of employer and worker organisations in the region meant that the project did not have a complete tripartite model arrangement. This was not a reflection on the project but rather the embryonic nature of BARRMM institutions. Employer and worker organisations are not fully operational in the region. To counter this, the project sought to engage in social dialogue with MOLE/LGUs and to work through the Project Advisory

¹⁴ Average household size in the region is approximately six persons per household. PSA <http://rssoarmm.psa.gov.ph/statistics/population>

and Review Committee (PARC) and the Bangsamoro Tripartite Wages and Productivity Board (BTWPB) to build broad bases consensus amongst partners. The initial intent of inviting again the BTWPB in the PARC meeting did not materialise as the MOLE Minister was replaced. No new PARC meeting has been organised for Q1/2022 due to conflicting schedules and changes in the Ministry. A new Minister was appointed on 8 March 2022.

The project has also supported the donor in its efforts to raise its profile and continue its working relationships in the Philippines and BARMM. The project has helped raise awareness of the importance of water and sanitation and its contribution not only to development but also to the broader peace process. Evidence from the evaluation highlights the importance of the project and the recognition it has received through newspaper articles and the awarding of a picture prize in 2020.

EQ 3: To what extent has the project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other project stakeholders during the COVID19 pandemic?

The project has responded very well to impacts and influence of COVID-19. The COVID-19 response to date has been underpinned by clear communication, strong partnership, and networks and a targeted approach to support on-going works within communities. This is evidenced by internal communications between the project team, the ILO-CO and donor with regards to plans and priorities. It also resulted in a change in approach to use IPs. The quick responses, coupled with ILO systems supporting staff helped alleviate potential longer-term delays.

The use of IPs was a significant pivot that has proven very successful in maintaining momentum and maintaining quality and consistency. The engagement of IPs through Implementation Agreements (IAs) and on-going support to community contractors enabled the project to continue even amidst lockdowns, travel restrictions and social distancing measures. IPs were able to continue working as they were located in project sites and were not affected by restrictions across regions. IPs also maintained close connections with community leaders and indicated regular phone conversations and updates on progress and to provide feedback and address community concerns. This approach contributed to the success of the project in spite of the challenges brought about by the pandemic.

The implementation of CEEP was an approach primarily to target workers in the informal sectors who were affected economically and more socially vulnerable to the impacts of COVID-19. The CEEP was repurposed from an original plan to fund works on the islands in BARMM. The implementation of CEEP was a strong example of the project maintaining relevance while addressing the impacts of COVID-19. Jobs provided through CEEP were green works in nature which, aligned to relevant government and ILO strategies, and also contributed to a greener communities and resilience to future impacts of climate change. Relevant protection policies were implemented to ensure well-being of workers and approaches to maintain work while respecting national government guidance to COVID-19.

Coherence

The coherence of projects relates to the extent to which the project or intervention integrates and complements other projects. As indicated in the relevance section, the project is well aligned to existing national and regional government policies and priorities and links with broader ILO and UN policies and frameworks.

EQ 4: Have there been any synergies/collaboration between the project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the project and its sustainability?

The project has sought at all times, where relevant and appropriate to align implementation alongside other national and regional projects and programs operating in the region. The initial first steps were to

undertake careful site selection to ensure no duplication and repetition of effort. The IFE team acknowledge one site was removed and replaced due to a potential duplication of effort.

The project aligns to a number of important BARMM initiatives. A summary of the approach and the project's linkage is discussed below:

- **BARMM program for Combatants:** BARMM is currently decommissioning ex-combatants and is employing strategies for reintegration. This is stipulated in Normalisation track of the Bangsamoro Peace Process, under the Comprehensive Agreement on Bangsamoro (CAB)¹⁵. The Normalisation Track has 4 components, namely: (i) security; (ii) socio-economic Development; (iii) confidence-building measures; and (iv) transitional justice and Reconciliation. The project has supported this through active engagement of ex-combatants as community contractors and workers and also relied on ex-combatant leadership skills to support awareness raising and to address aspects of social tension.
- **Social Protection:** A mandate of the BARMM government is to provide social protection coverage to the informal sector. The project through its approaches to LRB and the provision of minimum wage, social protection, and implementation of CEEP has provided a useful model that can be further developed and applied by BARMM institutions going forward.
- **WASH in Schools Three Star Approach:** The provision of WASH facilities in schools is a priority of DepEd and the BARMM government. The Ministry of Basic Higher and Technical Education (MBHTE-BARMM) Water, Sanitation and Hygiene (WASH) School Three Star Approach seeks to improve the effectiveness of hygiene behaviour change programmes, while ensuring that schools meet the important criteria for providing a healthy environment for children. Access to water is huge in earning the Three Star level. Schools that benefited from the project were able to progress efforts towards the Three Star level due to the provision of a water system in the school grounds. The project improved the water access in schools and improved their ratings in the WinS program of MBHTE.
- **OSH for MOLE:** As part of the government broader approach to service delivery and provision, OSH is viewed as a priority. Through the project, both communities and MOLE received targeted OSH training which has raised awareness and knowledge. Interviews with MOLE representatives revealed the priority placed on such training and a recognition of its important and heightened demand for further support and engagement in the area. The training was viewed as of high quality and appropriateness and pitched at a level that is both practical and replicable. Participants were also provided with training on community-based OSH approaches
- **Green Works and Green Jobs:** BARMM and the ILO share a vision for employment creation and a focus on green jobs. Broadly, green jobs are work in agricultural, manufacturing, research, and development, administrative, and service activities that contribute to preserving or restoring environmental quality. The project, through CEEP, aligned and contributed to it as employment and paid works that were created were mainly clearing of public spaces from garbage, overgrown grasses and trees, and canal and drainage cleaning, all aimed at a greener community. Green works were also incorporated into water systems. In the pre-feasibility study a portion on environmental safeguards were assessed. Findings in the pre-feasibility were considered in the design of the water systems (e.g. use of solar panels, design of drainage in tap stands to ensure proper infiltration of wastewater; tree planting activities to protect water sources, grass planting during backfilling (burying of pipes) to avoid erosion; optimizing use local resources/labor to reduce pollution (vs. use of equipment); adjusting design to avoid cutting trees. Water systems

¹⁵ <https://peace.gov.ph/2021/04/national-bangsamoro-governments-ink-moa-to-implement-p146-8-million-in-educational-programs-for-decommissioned-combatants/>

were built with consideration to the environment. Some CBOs have also incorporated in their plans activities to protect the source as they operate and maintain the system (e.g. regular tree planting at the water sources etc.).

The approach was anchored in building resilience for future impacts of climate change which drives ILO's work on green employment policies and BARMM's Development Plan (BDP) of 2020-2022.

- Child Labour Project: While this is not a BARMM funded project, it also demonstrates the alignment of ILO's interventions. The project is currently being implemented in the same sites as the current Water Project. This approach continues to leverage resources and build on-going relationships and support trust with the partner communities and beneficiaries.

The overall assessment is that the project has made significant contributions to align and engage with other development and government programmes. This in turn has had significant positive benefits for the project in terms of its effectiveness and overall sustainability. The aligning to and leveraging off other interventions provides additional entry points into communities and underpins and strengthens relationships and engagement with government, most importantly with MOLE and LGU's. BARMM representatives indicated they would prefer to see projects and investments complement existing government programs rather than in developing parallel or independent investments. The project has not only contributed to its own sustainability but has enhanced existing government strategies and projects as well.

Effectiveness

The focus of effectiveness is centred on the extent to which the project has contributed to its development objective and associated outcomes by producing planned outputs. The development objective has remained unchanged since commencement. The development objective is *to help alleviate poverty in communities prone to conflict in the BARMM through improved access to safe and reliable water*. This section assesses and evaluates the project's progress and its contribution to community contractors, job creation, provision of water and sanitation services and overall capacity development.

EQ 5: Have the project's planned outputs been achieved? What factors have contributed for the attainment? If not, what are the constraints?

The project has made significant progress towards the achievement of planned outputs and associated outcomes. This is significant when considering initial delays with site selection, the COVID-19 pandemic and on-going security situation within BARMM. A total of 95% of all outcomes and outputs have been achieved. For those outcomes and outputs that have been realised, in a majority of cases, project targets have been exceeded. Of particular note is the significant number of people benefitting from short-term employment (3,276 people v target of 1,800), the number of workdays generated (54,510 days v target of 18,500), and the value of wages distributed (US\$312,207 v target of US\$111,000).

One area that has under-performed is the access of households to portable and safe water. A key outcome of the project is to improve portable and safe access of water for households. The results indicate that this has not been achieved but has been scaled up by the inclusion of schools and school children. Whilst the IFE are pleased to see broad coverage, it would have been suggested that the indicator and target be updated during the implementation phase to reflect the true nature and scope of work.

Tables 3 and 4 below provides a summary of the key results of the project against project targets. The evaluation has also applied a simple grading system to highlight what has been achieved to date.

Fully Achieved/Exceeded	Partially achieved	Not achieved/Struggling to progress	Not commenced
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Table 3: Project Outcomes

Outcomes	Indicators	Targets	Total (As of 29 March 2022)	Achievement
1. Community contractors are prepared to address demands for local construction works	1. Number of Community-Based Organizations (CBOs) contracted to implement construction works for the subprojects	Functional CBOs contracted in at least 11 subproject sites	11	
	2. Pre-implementation requirements are complied with by communities / CBOs / LGUs	Pre-implementation requirements are complied with in all selected sites	11	
	3. Formalized and operational project steering committee	1. Project steering committee established and operational at the regional level	1	
2. Short- and long-term jobs in the implementation of the appropriate water supply development subprojects and repurposed projects are generated	1. Number of people benefitting from short-term employment opportunities	1. Not less than 1,800 people from subprojects benefit from short-term employment opportunities	3,276 (2,378 male and 898 female)	
	2. Number. of workdays of short-term employment opportunities created	2. At least 18,500 number of workdays of employment provided	54,510	
	3. Amount of wages paid to short –term workers	3. Not less than USD 111,000 in short-term wages provided to community members in the subprojects	312,207	
	4. Percentage of CBOs of completed subprojects providing paid employment to local O&M caretakers	4. In not less than 50% of the subprojects paid employment opportunities available for community/CBO members involved in O&M of the subprojects	82%	
	5. Constructed drinking water subprojects are functional	1. At least 90% of the sub-projects are fully functional	91%	
3. Beneficiary communities have improved access to safe and reliable water supply	1: Number of households benefit from improved drinking water supply	1. At least 11,814 households benefit from improved drinking water supply	6,701 + 5 schools (5,823)	
	2: Reduction in time of water collection in beneficiary communities	2. Overall, not less than 50% reduction in time to access safe drinking water.	91%	
4. Communities have strengthened capacities on proper use and maintenance of water supply system	1. Number of communities that have established systems to operate and maintain water supply systems	1. 80% of subprojects have established O&M systems / plan	100%	
	2. Number of subprojects that have operationalized O&M system	2. At least 70% of the subprojects have operationalized O&M system	82%	

Table 4: Project Outputs

Outputs	Indicators	Targets	Total (As of 31 Jan 2022)	Achievement
Output 01.01. Appropriate water supply development and sanitation subprojects are designed for selected target sites	1. Drinking water and sanitation subprojects identified, selected, and designed as per work plan and selection and designs of subprojects approved by concerned authorities	No. of selected subprojects	12	
		1. Approval for selection of at least 11 subprojects		
		No. of completed technical, social, and environmental pre-feasibility studies completed	12	
		Technical, social, and environmental pre-feasibility studies completed for at least 11 subprojects		
		At least 11 subprojects selected	12	
		Detailed engineering, social and environmental design studies completed for at least 11 subprojects	11	
	Detailed designs and cost-estimates prepared for at least 11 subprojects	11		
	At least 11 approved sub-projects designs	12		
	2. Designs of subprojects have been prepared and finalized in close consultation with the targeted communities through community-wide inclusive consultations	All subprojects' designs prepared in close consultation with communities through community wide and inclusive consultations	11	
Output 01.02. Community contractors are organized, and training needs are determined	Indicator 1: Functional CBOs available at the selected subprojects	Functional CBOs available for at least 11 subprojects	9	
		By-laws or procedures developed for CBOs regarding their role and responsibilities during construction and O&M	9	
	Percentage of female members in CBOs	At least 30% female membership/participation in the CBOs in the selected subprojects	39%	
	Capacity development requirements of CBOs are known at all selected subprojects	Capacity development requirements of CBOs known for all selected sites	11	
	Capacity development activities of CSOs / LGUs and CBOs conducted	Capacity development activities are conducted for all selected sites	11	
	Percentage of female participants in capacity building activities	Overall, at least 30% of capacity building activities participants are women	34%	
	Contractual templates available	Contractual templates for all 11 sub-projects developed	11	
Output 02.01 About 1,800	1. Decent paid short-term employment opportunities provided to members of the	Short-term employment provided to at least 1800 community members at the implemented subprojects	3,276 (2,378 male and 898 female)	

workers are employed in jobs created through community-based water supply development and sanitation subprojects	communities where the subprojects are implemented	Not less than 18,500 workdays of short-term employment provided to community members at the implemented subprojects	54,510	
		At least USD 154,000 in cash transfers provided to the community members at the implemented subprojects	331.307	
		Not less than the minimum wage paid to the community workers	12	
		Overall, not less than 30% of the employment opportunities provided to women (with the aim being 50%)	27%	
	2. Workers are provided on-the-job training	On-the job training has been provided in at least 80% of the sub-projects	100%	
3. Constructed drinking water subprojects are functional	At least 90% of the sub-projects are fully functional	91%		
Output 03.01 Safe and reliable water supply systems successfully established	1. Number of water supply systems certified as safe by appropriate authorities	1. All water systems have been certified as safe/potable water by appropriate authorities	4	
		2. At least 90% of the completed subprojects provide the amount of water as per design	91%	
		3. At least 70% of the completed subprojects have adequate O&M systems operational	82%	
Output 03.02 Water supply and sanitation subprojects completed with applied green works methods	1. Demonstrated environmental benefits from the subprojects and the applied implementation methods	1. Demonstrated design and construction features in the subprojects that protect the natural environment and its resources (Yr.1: 2; Yr.2: 10)	11	
		2. Demonstrated use of local resource-based (LRB) approaches and technologies that are environmentally sustainable and protect the natural environment and its resources (Yr.1: 0; Yr.2: 12)	11	
Output 04.01 Communities trained on proper operation and maintenance of the new facility	1. Number of community members trained on the O&M of subprojects	1. 80% of subprojects have trained O&M technicians who are involved in O&M of the subprojects (Yr. 2)	100%	
	2. O&M tools are available for use	1. O&M tools available for use for each subproject (Yr. 2)	100%	

For noting on future interventions, the structure of logframe contains a number of repetitions between outcome and output indicators. While this has not affected implementation performance it is an area for learning and improvement on other interventions. Ideally output and outcome indicators should be different with outputs focused on assessing product produced (to an expected quality) which leads to anticipated changes in action and/or behaviour at the outcome level. The number of outcome indicators could be reduced, and the focus is on change rather than counting what has been delivered. There is also scope to reduce the number of indicators, particularly at output level. Some indicators are quite “process orientated” and do not contribute much in the way of informing overall effectiveness and/or an assessment of quality.

The project operates through Implementation Agreements (IAs) with IPs. **The use of IPs in implementation and management has been a key success factor for the project.** IPs have been able to leverage their knowledge and existing relationships with communities to build trust and access sites that would prove problematic under normal implementation arrangements. The decision to pivot the approach in light of the COVID-19 situation and use IPs has proven beneficial and has assisted the project realise significant progress when alternative options would have resulted in a different outcome.

The use of locally engaged project staff from the region is also critical. The use of external staff, even from within the Philippines, could have resulted also in differing outcomes. Although the evaluation has not been able to “test” this proposition, it is evident the use of a locally engaged project manager has enabled relationships to be built and maintained and has supported relatively smooth implementation and engagement not only with IPs, community workers and CBOs but with beneficiaries as well.

The project has also combined both physical infrastructure provision and institutional support and capacity development. This is a proactive and positive approach and represent good practice. The provision of infrastructure alone, without adequate capacity and institutional support, reduces the likelihood of success and overall sustainability. The project has struck an appropriate balance between infrastructure delivery and investing time training and supporting workers and working with LGU’s and MOLE, particularly in the provision of OSH training.

The application of CEEP has been a strong contributor to the increase in worker days and distribution of income. The CEEP component was developed in response to COVID-19 and has been a highly visible and successful component of the project in terms of its reach and focus on supporting workers engaged in the informal sector.

The main constraint to the achievement of targets, particularly the completion of works has been influenced by a number of factors. The time taken for site selection was an initial constraint. Site selection was initially completed by an external consultant who developed a selection criterion which guided initial identification of sites in consultation with BARMM authorities. The consultant also reviewed the Department of Social Welfare and Development’s (DSWD’s) National Household Targeting System’s (NHTS’s) data on waterless barangays¹⁶. The work was also validated by pre-feasibility studies completed by the project team. While the process was robust, it took considerable time and was subject to political influence and decision-making. Other constraints include: (i) remote locations, (ii) travel restrictions and (iii) the buy-in of the governance members and the overall governance mechanism (refer to efficiency section).

¹⁶ Waterless areas are those wherein more than 50% of the total poor population in a municipality or barangay do not have access to safe water supply.

EQ 6: How prepared are the community contractors in addressing demands for local construction work? What strategies have been employed to prepare them for their responsibility in the project?

The use of community contractors one of many implementation options in the EIIP approach but not an essential component of the EIIP approach. It is an effective and efficient means to build capacity, teach new skills and approaches, ensure local ownership, and support local employment and private sector development. The project, through IPs, has invested considerable time in working with and supporting community contractors.

To date, contractors have received technical training support in topics such as: (i) decent work and labour standards; (ii) social protection; (iii) contract management; (iv) environment and social safeguards; (v) site administration and work planning; (vi) OSH and first aid; and (vi) onsite training related to masonry, plumbing, risk assessment, business planning and operation and maintenance. The training is broad in nature and also relies upon the skills and capacities of the IPs and project team to deliver in a timely manner. In assessing the “quality of training” there is limited evidence available in formal records and reports, however the anecdotal evidence from FGD’s indicates that the training was relevant, appropriate and of sufficient quality and detail to support learning and application. Ideally the project should have conducted an internal assessment on training quality and conducted a small sample assessment of training and overall quality.

Figure 3: Community contractors, workers, and beneficiaries



IPs indicated that they received well timed and regular support on key topics which were then shared with communities. The key success strategy has been to provide targeted and on-going assistance through consultation and engagement.

The training is not simply a one-off training event but is a structured approach over a period of time involving both IP training and on-going oversight and management by both the IP and project engineering team. It is important to note that community contractors are not formalised non-government or civil society organisations but mobilised themselves in response to this project. As a result, they require long-term support to strengthen capacity and approaches. However, FGD’s revealed that community contractors generally feel prepared and feel they have sufficient capacity to support and manage water infrastructure going forward.

Overall, progress has been made and awareness has been raised but additional support, particularly through LGU engineers will be required to maintain momentum and build upon the investments made to strengthen and maintain the community contracting achievements to date.

EQ 7: To what extent has the project contributed to the job creation through community-based water supply development and sanitation sub-projects?

The project has contributed well to short-term employment, but evidence of longer-term job creation is less certain. The results for work and worker days as indicated in the previous section are impressive and the provision of income was welcomed by workers and communities alike. Site visits and FGDs with workers and beneficiaries confirmed this. There are some instances where CBO's have continued to employ workers as part of O&M works. However, like other EIIP projects globally, the use of short-term employment can only be sustained for a period of time. Ultimately there is a need for longer-term decent work opportunities. It is important to note that the EIIP approach offers both short- and long-term employment depending on the nature of the works. The construction of this type of water infrastructure does not involve long durations and thus the employment opportunities are short-term.

Worker days created through CEEP have also been beneficial and have a high chance of continuing. MOLE has expressed interest in continuing and expanding this component of work and implementing it as part of a broader package if support to the region. At the time of writing, MOLE was continuing with CEEP as part of its regular activities. This provides opportunities in the longer-term to build longer-term employment, particularly for those members from the informal sector.

EQ 8: To what extent has the project contributed to improved access to safe and reliable water and sanitation services of men and women in the BARRMM?

Through the project, access to water and sanitation infrastructure has been enhanced. The extent of infrastructure reach and access though, is somewhat unclear. The results framework indicates that only 6,701 households out of a target of 11,814 households being reached to date. This is less than anticipated but it does count the benefits of access to other stakeholders including school children. An update to the results framework in this instance is warranted as it is evident the project is under-reporting achievement and missing out on key stakeholders. In considering the reduced number of households reached, one factor to explain this could be the sacrifice made to implement in remote and isolated sites with smaller populations but similar needs for adequate and safe water supplies. Another factor was the repurposing of the budget for water systems on the islands to support CEEP initiatives.

The project invested a significant amount of time consulting and liaising with relevant BARRM authorities to identify and select sites. On one hand the time taken to select sites is warranted given the importance of infrastructure and water and sanitation services in the region. However, it is evident that a detailed methodology was applied which took considerable time to implement. Political influences were also evident. However, based on consultations with the project team and IPs, it appears that a solid mix of sites were selected. The "balanced" approach saw a mix of sites selected ranging from those close to urban centres as well as sites in more remote and mountainous regions

The quality of infrastructure provided is also sound and is structured in a context specific manner that enables communities to both utilise and maintain. As indicated in evaluation limitations, the evaluation team are not engineers but consultations with project engineers, IPs and EIIP advisers indicate that the project adhered to clear guidelines and designs were subject to regular reviews and site inspections and to water testing. The evaluation is confident that the infrastructure provided is appropriate and designed in manner to maintain safe and reliable water supplies, subject to on-going maintenance and servicing.

Overall, access to sites has been improved. **If time permitted, a more detailed assessment of the level and type of access could have been completed by the project team as part of completion reporting.** This would have provided a stronger evidence base across a range of metrics including: (i) time taken to travel; (ii) perceptions of infrastructure by beneficiaries; (iii) assessment of water quality and flow: and (iv) how water resources are used, disaggregated by gender (i.e. drinking, water, hygiene etc).

EQ 9: To what extent has the project contributed to the strengthened capacity on proper use and maintenance of water supply system of communities in BARMM?

A key success factor of the project has been the use and application of Operation and Maintenance (O&M) plans. O&M plans have been established for each water system. O&M plans have been strengthened and supported by local ordinances (e.g. Wao, Lanao del Sur and Timanan, South Upi, Maguindanao) to ensure sustainability and that they are embedded in LGU institutional structures. Water is a priority of the LGU, and interviews reaffirmed their commitment to manage and operate water systems through the ordinance and provision of budget and management through Municipal Economic Enterprise Development Office (MEEDO)

ILO led in partnership with IPs and MOLE, a series of community-based OSH trainings. OSH trainings were introduced to some sites due to lack of capacity of the region to monitor OSH compliance (considering the risk level of construction work). Another important approach has been the provision of OSH and labour inspectorate training to MOLE. This has been critical training support to help build long-term understanding and application. The ILO CO also completed an assessment¹⁷ of labour administration and inspection needs assessment which also provides a basis for further engagement and support with regards to OSH compliance and training. Interviews with MOLE also indicated a strong desire for further support in strengthening labour inspection roles.

The project has provided appropriate support to both LGUs and MOLE to ensure they are engaged and have the capacity to oversight and work on maintenance. Significant effort has also been provided to communities as indicated earlier, but a corresponding effort to support LGUs and MOLE in their efforts is appropriate and has contributed to effectiveness overall.

Efficiency

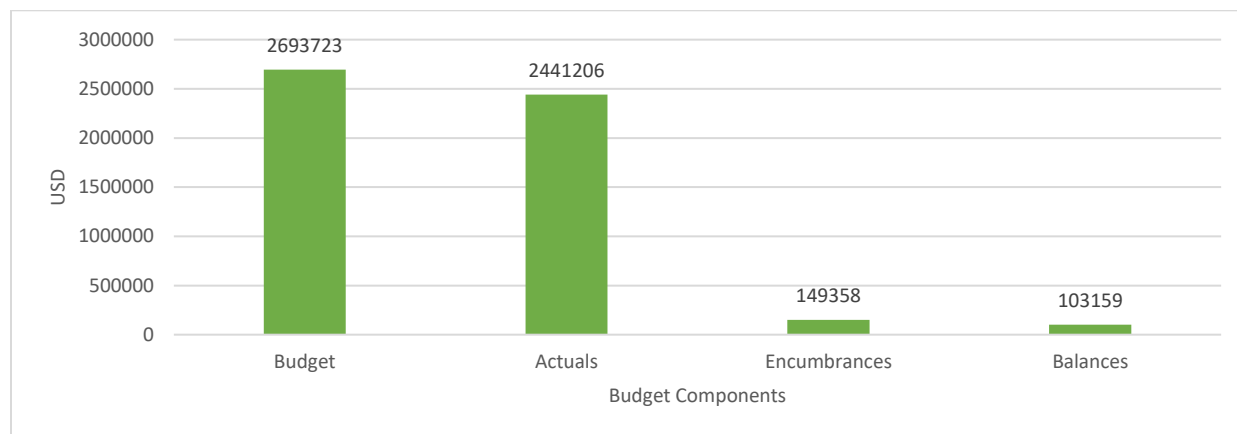
Efficiency in the context of this project is a measure of the extent to which the outputs achieved are derived from an efficient use of resources (financial, human, and technical). The section also considers the timeliness of activities and considers the effectiveness of these. The section concludes with an assessment of leveraging of other resources.

EQ 10: Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes?

The project has demonstrated a sound approach to the allocation and management of financial resources and associated inputs. The project budget was developed in a relatively short period of time as part of the concept note. It is also important to note that the project has had a total of two no-cost extensions While this does not require the provision of additional budget it does require adjustments to budget line items and the “stretching” of resources over a longer time period. The project in coordination with the ILO CO has been able to adjust budgets accordingly while maintaining the overall budget envelope. Also noted that ILO CO-Manila did contribute resources to supplement project budget in the last months of the project, (e.g., through contracting support and procurement of supplies). Figure 4 below summarises to the overall budget and expenditure to date. At the time of the IFE, most budget has been expended with a small amount remaining for encumbrances.

¹⁷ Bangsamoro Autonomous Region of Muslim Mindanao labour administration and inspection needs assessment :Technical memorandum 2022.

Figure 4: Project Budget and Expenditures 2019-2022



The budget and expenditure statement also indicates careful management of key line items. Some budget lines have been impacted by COVID-19 (i.e. seminars, workshops, travel etc.) but these line items have been reallocated into other priority areas such as contracting works and payments for workers and CEEP. The use of a locally engaged implementation and management team has also helped to maintain costs at a reasonable level as well.

EQ 11: Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the project in doing so?

The impact of COVID-19, on-going security concerns and the selection and access to sites have all impacted upon the project’s ability to deliver outputs and outcomes in a timely manner. As indicated in the effectiveness section, 95% of outcomes and outputs have been achieved. The back-ending of work has led to significant technical and financial pressures to complete the project on time and hand over assets and management arrangements to communities.

The impact of this has been less time to engage with government and community stakeholders to ensure systems, processes, tools, manuals, and guidelines are all finalised and agreed. MOLE has indicated the shortness of time to conduct adequate handovers and to conduct follow-up training. However, LGUs appear more prepared.

Key factors that have impeded implementation in a timely manner include: (i) a significant amount of time devoted to site selections; (ii) COVID-19 and associated travel restrictions and social distancing measures; (iii) ILO procurement and payment systems¹⁸; (iv) weather delays, particularly wet weather meaning access to some sites were restricted, even for IPs; and (v) security issues.

EQ 12: To what extent has the management model (i.e., organisational structure; information flows; decision-making in management) been efficient in comparison to the outputs and outcomes attained?

The management model for the project is highly effective and efficient. It is appropriate for the context and has been a key success factor in ensuring the project remains on track and delivers quality products and outputs. The project’s management team are locally engaged which provides a distinct advantage in gaining access to and working with both BARMM government counterparts and also to community sites.

ILO projects are generally implemented with an in-house management team; however the management team also utilised a strategy to engage IPs. The rationale is that the LO project team cannot implement

¹⁸ It is important to note that the ILO’s systems and processes are robust, transparent, and accountable. The IFE is not suggesting that these change but where possible context-specific approaches should be applied to expedite processes (within guidelines and rules), particularly as they relate to local contractors and payments for workers.

and supervise simultaneous implementation and engage the CBOs directly. While this approach had the potential to add another “layer of management” on the project, it actually served as a useful model which was highly effective. The approach enabled work to continue, and meant that the project team, particularly the engineers, took a more oversight and guiding role as opposed to a direct technical role.

The outcome of this approach was that the project essentially established a “third party monitoring mechanism”. By allowing IPs to engage and support communities, the project team could oversight work, ensure alignment to existing guidelines and standard drawings and also assume a monitoring role either through videos, photos, and reports or by visiting, when appropriate and safe to do so, sites to inspect works on a periodic basis.

The project established clear guidelines and systems to ensure an effective flow of information. IA’s underpinned the work of IPs and work was reported upon in a timely manner. Updates both formal and informal were received and flexibility was maintained in the model to ensure quick responses to new and emerging issues.

Although outputs and outcomes have been delivered towards the end of the project’s implementation period, the IFE is confident that without the current management structure and approach the project would not have delivered on a number of key outputs, particularly the delivery and handover of water systems.

The only challenge with the management model has been the implementation and engagement of an overarching governance mechanism. The project established a PARC, chaired by MOLE. Other PARC members included: Office of the Chief Minister (OCM), Ministry of Public Works (MPW), Ministry of Interior and Local Government (MILG), Ministry of Health (MOH), and Ministry of Science and Technology (MOST). The ILO served as secretariat while the Office of the Presidential Adviser on the Peace Process (OPAPP) was an observer. The convening of the first PARC meeting did not materialize until January 2020, due to diverse memberships and the double layers of bureaucracy (OPAPP and BARMM) during its creation. The challenges associated with establishing and maintaining a governance mechanism did present challenges and is a missed opportunity to strengthen approaches and embed processes. One strategy is to incentivize PARC members to participate. This includes establishing performance benchmarks for infrastructure also includes attendance and participation in management/governance meetings. It provides incentive for members to participate. The project did well to maintain engagement and sought alternative approaches to seek approvals and provide updates for endorsement.

Sustainability

The sustainability section focuses on the likelihood of project investments and interventions continuing into the longer-term. It also considers the durability and scalability of these investments and the factors that influence sustainability as a whole.

EQ 13: What strategies have the project employed to ensure the sustainability of the project results? To what extent they have been effective?

The project is demonstrating elements of sustainability. A key contributing strategy has been the establishment of a sense of ownership and responsibility for outputs and outcomes by working directly with communities and workers. While it is ideal to conduct an empirical investigation to evaluate the relationship between sense of ownership and sustainability, the anecdotal evidence from the interviews and FGDs with local leaders, CBOs and beneficiaries reveal that it is a key factor that can provide confidence of continuity for this project. As one local leader shared:

“At different levels and stages of implementation we were involved, from commencement to completion. We were part of the dialogues, discussions, consultations, decision-making and actual work – be it paperwork, canvassing or purchase of materials, actual construction work, or capacity building activities. We were clear with our roles, and we had full understanding of our responsibilities being the beneficiaries and also as owners of the project.”

Social dialogue at all stages of implementation has also been a key strategy in sustaining project benefits. It has enabled communication among stakeholders, which is most critical in negotiating, compromising, and arriving at agreements on ways moving forward and in establishing or strengthening relationships in the community and with external stakeholders. This has occurred through formal and informal dialogue between communities (CBOs) and engagement with IPs. The establishment of O&M plans has also been a form of social dialogue to confirm and agree approaches and establish roles and responsibilities.

The use of community-based oversight and management is another key component of sustainability. Having IPs with strong local knowledge resulted in better engagement, partnerships, and working relationships with community leaders and contractors during implementation. This partnership is a readily available future option for the recipient communities should they need technical assistance in the maintenance of the water systems. At project completion, having community-based contractors as process owners of O&M will also ensure regular monitoring and quick response to any concerns needing immediate action. It must be noted however that while this is a sound arrangement at present, there might be a looming risk of social tension if there would be changes in leadership. In the case of community contractors, change in current leadership and membership may cause some form of resistance among officers or members. From the perspective of beneficiaries, they might also want to change the existing ones. A community contractor shared that there might be replacement of officers, but the current goal is to keep the status quo for as long as it is benefiting O&M and the community.

Capacity building is an outcome of the project and is also a key contributor towards longer-term sustainability. Stakeholders from both community and government perspectives reported improvement as a direct result of their involvement in capacity building activities. Skills acquired from trainings were used in both implementation and the same skill sets in carrying the work for O&M moving forward. Strengthened capacity of LGUs is also key in its oversight functions and institutionalization of policies and maintenance arrangements by issuance of local ordinances and allocation of LGU funds. While empowerment at the community level is a project achievement, wider support to communities will strengthen and enhance the continuity of benefits.

Sharing and communicating of lessons and best practices with other implementers and in different platforms such as social media and local and international publication platforms were also strategies that were employed well and have the potential to attract replication by other projects and interventions. As an example, the user-pays system is being successfully employed in one of the project sites. In one of the FGDs, the agreement among participants was for them to learn the approach from the contractor that was succeeding at user-pays system. While there is a need to assess the effectiveness of this specific model at a later time, at present it is widely received by stakeholders as a viable means to provide the financing needed for O&M. If it proves to be a best practice it will most importantly attract more funding and partnerships.

The on-going commitment of funding resources through local budgets as guided by local ordinances will enhance not only the LGUs role in management but also contribute directly to sustainability. While communities are committed in carrying the responsibilities for O&M, their financial liquidity in the long run will largely be dependent on their economic status and opportunities. As one barangay leader stated

“We are generally poor as a community. We are all challenged economically, but we are finding ways to sustain our water system because water is our most need. It is our life.”

Based on data from interviews with LGUs, the water facilities provided are priorities and in four LGUs interviewed, all have appropriated funds for basic social services (including water) under LGU’s Internal Revenue Allotment (IRA). One LGU shared that as an added support, “4 people are currently manning the water system built in our municipality. All are paid by the LGU, and O&M is backed by a local ordinance.”

EQ 14: Are the project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the project ends? What is the evidence?

The project also has a strong likelihood of durability. Based on the evidence derived through the document review, KIIs and FGDs, it is evident that project interventions have a strong chance of sustainability. Much is dependent upon the ability of communities to follow O&M plans and for LGUs to provide adequate budget and technical support to complement community contributions (labour and finance).

Durability, however, is heavily influenced by local government and political leadership, by the willingness of LGUs/MOLE to commit to long-term engagement, establish budget lines and engage with communities. As mentioned previously, LGUs interviewed shared that 20% of the local government’s IRA is appropriated to basic social services which include water provision. LGUs have assured the IFE that the completed water systems are top priority. One Mayor emphasised that political will and priorities of the leadership is most crucial in this conversation about sustainability. In this case, water provision to communities is a broad ranging political commitment to constituents. It is important to highlight that this LGU not only provided almost Php 5 million as counterpart for one site but has also submitted an allocation request of Php3 million to achieve a Level III for the facility. He added:

“My plan is for Level III to be managed by the Municipal Economic Enterprise Development Office (MEEDO). My goal is to turn MEEDO as a separate department running and managing the water system. I want to set up the LGU water system to show to the water district that the most basic need as water must not be costly. It is my commitment that our LGU can bring water to households without charging high. It's a basic need and therefore must be affordable and accessible to people.”

Consultations with project engineers and IPs indicate that the water systems are of appropriate quality and there is scope to increase the number of tap outlets at each tank. Construction has followed designs, guidelines and standards and there has been adequate supervision and monitoring of construction efforts. The evidence for this has been through photos and videos which has been reviewed by engineers and also the former EIIP specialist providing technical backstopping. Quality of work have been secured through the system of supervision and inspection applied by the project. Further evidence is found in the inspection reports.

The provision of tools, guidelines, manuals, and plans allow for on-going replication and application of approaches presented and disseminated during project implementation. Beneficiaries now have tools and skills which can be further replicated and applied.

The project has maintained a high degree of visibility and communication during implementation which provides opportunities to solicit funds from other donors or leverage of existing government interventions. The project has maintained a highlight visible social media presence and has utilised its own website. Materials have been prepared for the donor and impact stories have been prepared and shared in four different languages (English, French, Spanish and Japanese). The project has also established information billboards in each project sites

EQ 15: What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of project's benefits? If so, what is it?

The major factors that have influenced the continuity of project activities have been covered in previous sections, however it is important to mention them again. These include: (i) community consultation and engagement; (ii) a focus on maintenance (O&M); (iii) engagement with LGUs and MOLE to incorporate future planning and budgets to support water systems; and (iv) institutionalisation of support including guidelines and tools and OSH training.

The benefits of O&M plans have been discussed previously of the water systems. As emphasised in KIIs and FGDs, O&M plans will ensure accountability and responsibility from the users and will bring in the needed funds to maintain and keep the water systems operational, expand to add more tap stands and serve more households, and elevate to Level III. In one project site visited, its local contractors shared how effective the approach is. With policies and guidelines adhered to, a systematic and transparent process of collecting, recording, reporting, and managing the finances, they were able to add six more tap stands and add more community members as paying users. Their next goal is to cover more communities and households, and eventually bring the services to Level III.

Institutionalisation of approaches need to be embedded in LGUs/MOLE. With CEEP, MOLE has included it as part of their regular program. The intent is to expand CEEP to other BARMM areas such as the islands using their own funds and following the guidelines and learnings from the current implementation. For the water systems, a local ordinance must be issued to enact the operation and maintenance policies. The office in charge with monitoring development infrastructures need to strengthen its inspectorate function.

EQ 16: How effective has the project been in establishing ownership among relevant stakeholders at the community and local government level in the BARMM?

The project provided water, employment, and capacity building to stakeholders at different levels, community, and government contexts. These benefits addressed the most urgent needs of stakeholders and beneficiaries. They are deeply grateful, and they place the highest value on the water systems and the employment opportunities and skills training they received. Right from the start, their involvement in all process enabled them to embrace as it was communicated to them that the project is theirs. They are not only the users, but owners and they have accepted with full responsibility and accountability. FGDs with stakeholders share the same commitment. Social dialogue, engagement, open communication, transparency, good relationship of ILO and implementing partners with LGUs and communities were key in establishing such commitment.

Impact

This section focuses on the impacts derived from the project. The section is closely aligned to the effectiveness section but provides additional commentary and some guidance for future directions.

EQ 17: To what extent has the project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals?

As indicated in the relevance section, **the project has contributed to ILO SPO, CPO, and the SDGs in terms of short-term job creation and inclusion of decent work and social protection measures.** The project is also aligned to the current DWCP 2020-2024. The project has provided short-term jobs in infrastructure provision and also CEEP. The project has also worked with LGUs and MOLE to mainstream policies and projects and has exposed stakeholders to principles of decent work and OSH. Longer term employment

and jobs require further analysis and assessment. The IFE relied upon documentary evidence through existing reports and anecdotal evidence from the field work phase.

EQ 18: To what extent has the project affected the general access to potable water supply in the involved communities and the larger area?

All project sites were selected on the basis of need for water and lack of access. All stakeholders engaged through the FGDs indicated that the largest impact the project has had is on improving access to potable water. Anecdotal evidence from the FGDs also indicate that access to potable water has also improved the productivity of communities and health outcomes, averting vulnerabilities to water-borne diseases

Figure 5: Water tank within a school

caused by unsafe sources.

Prior to the project, beneficiary communities gathered drinking water from a source, usually open and unprotected dug wells, often many kilometres away. Beneficiaries also relied on rainwater for bathing and other hygiene needs.



Improved hygiene and sanitation in homes and soon in schools is evident. Schools indicate that they have hosted events and competitions since access to water allows for more physical activity. Local leaders and parent beneficiaries shared that as soon as face-to-face classes resume, school children no longer need to wake up so early in the morning to gather water which was a requirement previously. Parents also commented that they will now more confident of the safety of the water because they now know the source.

EQ 19: To what extent has the project contributed to alleviating poverty in communities prone to conflict in the BARMM? What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the project?

The achievement of poverty alleviation is less obvious. An assessment of poverty requires more detailed analysis but anecdotal evidence from FGD's indicates direct benefits from income, particularly during COVID-19 restrictions. CEEP workers expressed deep gratitude for the opportunity that were provided. All CEEP members interviewed were in agreement that the best part of their experience was to receive the highest pay they have ever received among all jobs and income-generating ventures they had. There was also high appreciation for the linking to government funded social protection initiatives and ultimately the awareness of what is ideal and of what standards of employment mean. Others emphasised the huge impact it had on increasing their time for economic productivity. Several hours used by men and women for water gathering/collecting in the past is now used for farming or productive and paid work. This resulted in increased and alternate sources of household income.

The project was identified through FGDs as “one for the community that was built by the community”. This approach not only built the capacity of the locals but also enabled the project to continue even with the project team not being able to physically monitor the sites due to the lockdown and restrictions that were enforced because of the COVID-19 pandemic. Finally, it provided jobs and skills training and enhancement for workers hired from the community as shared by a community contractor: *“A project in and for the community means a project for community contractors, and jobs for the locals”*

Empowerment among stakeholders was an inevitable outcome. At the community level, skills training further enhanced competence of workers, including masons and plumbers. One plumber shared: *“I thought I knew quite a lot about plumbing, but I learned many new and improved approaches. For instance, size of pipes is crucial on whether water will flow or not.”* Another shared that the project has *“boosted workers sense of value and confidence and they were empowered as they dealt with different kinds of people and challenges while at work.”*

Labour and employment standards were adhered to during implementation. Workers were provided with standard wage rates, linkage to government sponsored social protection coverage, OSH trainings and other related skills training for the construction and maintenance of the water systems (technical and business planning).

Figure 6: FGD 3 with Workers and Beneficiaries of 4 project sites of South Upi



They were also introduced to equality of work for women and persons with disability. This raised awareness on social inclusion and appreciation of workers of their rights to decent work and pay and their dignity.

Furthermore, trainings were provided under the management of the ILO, and therefore reputation on quality and standards are a lifetime gain for workers. One local contractor shared that he got hired without even applying because he was known to have undergone training under ILO. He is now trained as a Safety Officer. He continued that:

“In the month of August of 2021 there was 25 Million-worth of building construction with the LGU and the Engineer called me, telling me that construction will not push through without a Safety Officer. Right then and there I was hired. It was an opportunity for me to use my skills gained from ILO trainings. I had high awareness of employment standards, including the value of OSH. It is not only for me. I know I was blessed with the opportunity because I am to share it with more workers. It is my personal desire to bring this awareness to as many workers as possible. That we have rights and that in productive employment social protection and insurances are our rights. That decent pay is mandated by law. In my job now I am leading and guiding fellow workers. I feel that it is my mission to help empower them so

they may gain confidence in their own voices. I am deeply grateful and happy to be in this position and this would not have been possible without the Water Project.”

Community engagement and support of ILO project team and implementing partners to the target communities were strong. The empowerment of the community includes increased employability and employment opportunities. This is an important indirect impact of the project. The common challenge of complying with tedious paperwork and documentation requirements was overcome because of the unrelenting support of ILO Project team and IPs. *“Coaching sessions were very helpful to us”*, shared one contractor.

The business plan which applies the user-pay system is received positively by leaders and contractors as an effective sustainability approach. The user-pays system is generally viewed as feasible. As mentioned above though, this will need to be assessed because not all community members are supportive of the approach. There is an expectation that access, and consumption of water should be free of charge because it was provided by a project. However, local leaders shared that as long as they remain patient and understanding that people have different characters, beliefs and wants, social dialogue will always have a place as they collectively navigate through this specific challenge of converting the others towards this maintenance approach. They believe that with good leadership and constant dialogue and engagement with community members, this model has huge potential for success. They are optimistic that the model will enable them to expand, achieve Level III, and as viewed by one local contractor in the group, they can even aim for a business similar to that of a water district.

Cross-Cutting Issues

The focus of this section is on how gender and cultural considerations were built into the project concept note, implementation, and management arrangements. It draws on the requirements of the EIIP model while also considering the context specific approaches required in operating within a fragile security and socio-economic environment.

EQ 20: To what extent has the project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive?

Gender considerations are a core component of the EIIP approach, and the project has sought at all stages to ensure gender context specific approaches and interventions have been designed and applied. The project set a target that 30% of employment opportunities should be provided to women. While this is a welcomed and conscientious approach, it does not always work practically in reality. This is particularly true in contexts where women’s roles are often defined by strict religious and/or cultural considerations. The risk is that women are often “employed” in less arduous or simple tasks, simply to make up numbers. This has been evidenced on other EIIP interventions globally.

Within the context of BARMM, the project faces similar issues with strong cultural and religious roles evident within the region and within communities. However, with credit to the project, there have been practical approaches applied that have sought to raise awareness, seek engagement, and promote opportunities while maintaining and respecting social norms and customs.

A considerable amount of time has been invested as part of the community consultation and engagement process to speak of gender, its importance and the requirements and expectations of the project through the EIIP model. Evidence from the results framework indicates that women are participating in training (and excess of the 30% target) but this falls slightly to less than 30% when it comes to work. However, it is important to note, that there are more women in the CBOs than in the actual

physical works as they occupy management roles in the implementation (secretary, treasurer etc). CBOs receive more training than the construction workers (majority doing unskilled work such as excavation etc.).

The project cannot be criticised for not trying and is evidence that gender considerations take a significant amount of time and require long implementation periods and high degrees of human and financial input. The project has seen some progress in some communities, but others have refused to allow women to participate. The project has done an exceptional job in raising that awareness and promoting the needs to women and marginalised groups. The MOLE and LGUs have also acknowledged the efforts to promote culturally and gender sensitive approaches and ultimately it is the responsibility of the BARMM government through its influence and engagement to continue on supporting the inclusion of women and other groups into the broader development process.

EQ 21: What efforts have been undertaken to ensure that benefits from project outputs and outcomes are inclusive to people of all ages, genders, and cultures in the BARMM?

Through the community engagement and consultation process, the project has sought to highlight that access to water and sanitation is a right of all individuals and community members. This has been reinforced through consultations and training with regards to construction, OSH, and supporting linkages to government sponsored social protection.

The project has also sought to engage women through the CEEP model as women tend to operate more in the informal sector undertaking small business tasks such as small shops and cooking. The provision of minimum wages has helped raised the profile and needs of women and seeks to recognise them as formal members of the communities. By working with MOLE, the project has raised the profile and importance of social protection measures for workers along with OSH and workers' rights, and this aligns with BARMM priorities.

The location of water sites in schools also enables children to access water sites as part of broader support for education and health outcomes. Obviously, children have access to sites within communities but having sites within schools also enables opportunities to raise awareness of the importance of health and hygiene as part of the school curriculum.

EQ 22: To what extent has the project contributed to improving decent working conditions and the respect of gender equality, non-discrimination, disability and inclusion, human rights, and environmental concerns in the BARMM?

The project has been successful in delivering technical support and training through the EIIP model towards improving working conditions, supporting gender considerations (see previous section) and in promoting environmental concerns. The project has applied relevant guidelines and standards to all training and strengthened the capacity of IPs and community contractors and raised awareness not only at the community level but also within institutions.

An important consideration is that these standards and guidelines can continue to be applied through both government and donor interventions into the future. As indicated in the coherence section, the alignment of the project to other government projects/interventions provides opportunities for these tools to be applied. The project has established a base for the use of minimum wage, and OSH considerations. All these elements are essential for the promotion and application of decent work and strengthen employment prospects for participants.

The promotion of the CEEP model has been a practical example of building environmental concerns into project implementation and management. The creation of potential "green jobs" is a longer term

strategy and one that adds value to infrastructure provision and also aligns to a broader regional government agenda.

Challenges, Lessons Learned and Best Practices

This section outlines key challenges, lessons learned, and documents best practices identified through the IFE. The key lessons and best practices outlined below have been further elaborated in the ILO good practice and lessons learned templates. Annex 8 provides further details.

EQ 23: What challenges did the project encounter during the implementation? How have these challenges been addressed?

The project has faced a number of challenges during the implementation period. Importantly, the project has responded well to these challenges implementing a variety of innovative and context specific approaches that have turned some of these into good practices. Table 5 below summarises some of the key challenges and associated mitigation measures undertaken.

Table 5: Challenges and associated mitigation strategies

Key Challenge	Project Strategies to Mitigate and Address
Political context and influence	The project has invested considerable time in site selections and in working with BARM regional representatives to explain the project and its overall strategic intent. The project has also sought to work through the PARC (which has been challenging) but has also taken a neutral stance on key decisions. Priority has been on implementing social dialogue and providing information and evidence to inform government decision-making.
Influence and impact of COVID-19	Careful planning and communication with and between key stakeholders. Engagement of MOLE and LGUs into decision-making. Pivoting of support to engage IPs to continue community-based work, training, and supervision.
Site selections, geographical spread of project interventions and working in remote locations	The site selection process did take a considerable amount of time, but this was heavily influenced by political involvement and influences. Also, the spread of project sites, some of which are in mountainous and remote regions has been a challenge. This has been particularly noticeable during wet seasons. The project has mitigated this through planned site visits, scheduling of works and the use of IPs.
Access to communities and dealing with social tension.	Given the remoteness of some sites, access to communities has also been difficult. Some communities have pre-existing social tensions and issues. The provision of infrastructure in some cases has created further tension in terms of management, user-pay fees, and employment. The project has sought to work with community leaders and communities to explain and reaffirm approaches and provide suggested guidance for management and oversight.
Security concerns of staff and IPs	The project mitigated this risk through the engagement of locally engaged staff and worked with IPs who were known to the regions and had previous experience and working relationships with target communities and beneficiaries. However, IPs still needed to monitor the context and adjust approaches as required.
ILO systems and processes with regards to procurement and payment.	Point was raised in the efficiency section and explained. Only highlighted here as it has been a challenge for IPs and community contractors in terms of following systems and processes when they in turn have limited cash flow and

	reserves. The project has sought to act as an interface between IPs and ILO CO to expedite processes
Supervision of works and maintenance of quality of works.	COVID-19 and travel restrictions have limited supervision opportunities of the ILO team. The engagement of IPs has mitigated the challenges and also enabled the ILO engineering team to take on a more third-party monitoring role in accordance with guidelines, standards, and designs.
Engagement of women into work (not just training)	The cross-cutting section highlighted issues with regards to women and work. The project has raised awareness, promoted important initiatives, and continued to engage and support communities and contractors with strategies to promote more female engagement. Important to note, that there are more women in the CBOs than in the actual physical works as they occupy management roles in the implementation (secretary, treasurer etc).
CBO management and supervision, particularly with O&M plans.	O&M plans are in place but given handovers late in the implementation process, it is unclear if there has been sufficient time provided to socialise and discuss these. However, the IFE team note that the plans have been developed in consultation with community contractors and leaders. Confidence is high that communities are aware of expectations and have knowledge on how to progress the work.
Institutionalisation of support.	With the completion of the project, it is clear that there has been limited time available to institutionalise support, particularly in the finalisation of manuals, tools, and guidelines. Although institutionalisation is an on-going process in which the project has been involved, time does need to be provided to work through achievements and outline next steps as part of a detailed handover process.

EQ 24: What are the best practices that emerged throughout the project cycle that can be replicated by other similar projects in the future? How effective has the project been in communicating them to wider audiences?

Despite the challenges detailed above, the project has implemented a series of good/best practices which can be replicated not only for future projects in BARMM but also for other ILO EIIP projects in the region and more globally. Good practices include:

- The time invested initially in working with communities/beneficiaries to build trust, explain interventions and strengthen ownership through employment and oversight of maintenance work and management decisions.
- The application and utilisation of LRB approaches, coupled with the engagement of IPs and community contractors established a stronger base for sustainability than what would have been realised through traditional forms of infrastructure provision. The approach not only built the capacity of local workers and beneficiaries but also enabled the project to continue even with the ILO Project Team not being able to physically monitor sites on a regular basis.
- The application of labour and employment standards were applied and adhered to during implementation. Workers were provided with standard wage rates, social protection coverage, OSH trainings and safety equipment, and other related skills training for the construction and maintenance of the water systems (technical and business planning). This approach raised the awareness and appreciation of workers of their rights to decent work and pay and their dignity. The standard wage rate was the highest pay received by workers and provided a basis for some

workers to use as leverage/capital for other small businesses. It also serves as a model for other projects to be implemented in BARMM.

- The use of a locally engaged project team led by a project manager from the region serves as an effective demonstration and model for other EIP projects. External consultants or advisers do not have the access, relationships, or networks. The use of locally engaged staff and management is effective, efficient, and sustainable. It also helps to develop local leadership and project management skills.
- Development of O&M plans are a key implementation and management tool and support the transition of ownership and management. They provide documented approaches supported by training an awareness that ensure longer-term sustainability and functionality of infrastructure.

A suggestion for further consideration is to document “the story” of the project. Despite challenges, the project has implemented a series of good practices which do serve as a model and an example. The documenting of the story would help clarify the required steps of working in political and socio-economic contexts that are fragile and, in some cases, unstable would serve a useful tool as many EIP project globally tend to operate in similar contexts. It is noted that the project has commenced initial work in this area with the drafting of good practices.

EQ 25: What are the lessons learned pertaining to the implementation of EIP approach? What are the suggestions for further improvement?

Key lessons learned identified from the IFE include:

- Lesson 1 – Projects operating in complex environments require a significant amount of time and investment to build awareness, seeks engagement and ultimately promote ownership. There is also scope as part of community engagement to address existing issues that underpin social tension. While this is ultimately a community responsibility, projects should seek to reduce elements of tension and promote peaceful engagement and support.
- Lesson 2 – For O&M to be sustainable, there is a need for on-going technical support to document and institutionalise support within LGUs. Communities cannot be expected to maintain infrastructure into the long-term and require government intervention and support. This is a government responsibility Lack of such services results in increased inequalities which is a common source of civil unrest.
- Lesson 3 – Completed guidelines, tools and manuals coupled with training and technical support are critical to promote sustainability and ownership. Without formalised documents, it is difficult for government entities to maintain support.
- Lesson 4 – In building the capacity and supporting IPs and community contractors/CBO’s it is important to consider the absorptive capacity of these, particularly as they relate to project and financial management. A structured approach to training and capacity development is required over an extended period to allow time for adoption, application, and learning.
- Lesson 5 – Locally engaged staff who are familiar with the context and have local knowledge and experience are essential when dealing with communities and government. Externally engaged staff would not be as effective.
- Lesson 6 - Barangay/community leadership is critical for long-term sustainability. A “leading by example” approach has worked as it enables for the formation of trust and buy-in of community representatives and worked. LGU support as well and LGU commitment to maintenance and financing is also crucial for sustainability.

Although the project is now complete, the following suggested guidance for improvements is provided as a means to support future programming and also adoption by other EIIP projects. Suggested areas for improvement include:

- Although ILO systems are strong, robust, accountable, and transparent, there is a need to try and seek opportunities to streamline and support local business and contractors. This is not to suggest changing procurement and payment systems but rather options should be considered that maintain integrity of systems but also address context specific challenges, particularly fragile regions such as BARMM.
- For employment, work standards and associated guidelines and tools to be adopted and applied they need to be embedded and institutionalised. Time is required to ensure that MOLE and LGUs have the required tools to continue with the project and to adapt approaches that first the BARMM context.

Conclusions

The project has realised significant achievements and progress during its implementation period despite challenges presented by on-going security concerns, COVID-19 impacts, political pressures, and working in and supporting remote locations and communities.

The project has maintained a steady focus on key outputs and deliverables and has maintained flexibility to support and respond to changing contexts. This has been achieved through close coordination and engagement with BARMM partners (LGUs and MOLE) and the time spent in working with communities to build trust, respect and understanding. Approaches to infrastructure provision have been context specific and based on local priorities and needs. The approach of combining physical works with institutional support, underpinned by ILO standards and guidelines is a significant success and demonstrates a model that is practical, sustainable, and most importantly, replicable.

The EIIP model has been appropriate and builds upon the ILOs technical expertise and knowledge through the provision of LRB approaches that draw on local skills, knowledge, and capacity. The provision of decent work, alignment to government supported social protection and OSH support have opened up new ways of working and established a model that can be built upon and replicated on other community-based works into the future.

The project has also implemented a model through the support of IPs that engages with community contractors, workers, and beneficiaries. The provision of training and support is comprehensive and aligns to the tested and proven EIIP approaches. The only concern has been the absorptive capacity of IPs and contractors alike to participate and apply all elements of the training. The project has introduced minimum wages that are appropriate and establish a foundation upon which MOLE and LGUs can replicate into the future.

The institutionalisation of support requires time and while the project has made tentative steps towards the embedding of tools, guidelines, manuals and standards, more work is required to ensure that these are fully understood, adapted, and applied. The provision of OSH training has been of significant benefit to both communities and MOLE. It has raised awareness and more importantly, recognition of the need to ensure OSH components are included in all aspects of community-based work.

The project has also contributed towards the engagement of women and the promotion of women in work. While the project target was not reached, the project has raised awareness and provided opportunities for further engagement. The promotion of decent work aligned to labour standards provides a solid foundation upon which future interventions can be based.

The tripartite arrangements for the project were largely absent primarily due to the absence of worker and employer institutions in the region. The project mitigated this by working with MOLE and promoting social dialogue to raise awareness and strengthen capacity for further engagement.

The project has served as a useful model for other EIIP projects and the documenting of efforts, approaches as well as challenges and lessons learned would be a useful addition to the knowledge based of not only the ILO but also for the BARMM more generally.

Most importantly, IPs and contractors feel appreciated and engaged, communities and beneficiaries (including school students) have access to portable water and plans have been put in place that provide a strong likelihood of sustainability and durability.

Recommendations

Based on the findings, evidence, and conclusions, the following recommendations are made for consideration:

Recommendation 1: The project to complete all outstanding work in the remaining time period and to complete relevant handover of water systems according to workplan. This should include adequate handover and debriefings with LGUs and MOLE.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, LGUs and MOLE	High	Short	Moderate

Recommendation 2: The project, with support from CO and ROAP, to ensure all guidelines, manuals and tools are documented and updated and shared with MOLE and LGUs to support on-going monitoring and management.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, ROAP (incl. DWT, EIIP)	High	Short	Moderate

Recommendation 3: LGU's, with support from BARMM regional government and the PAC, to ensure that future budgets incorporate funding for on-going supervision and maintenance to support communities and to promote longer-term sustainability.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
LGUs, PARC	High	Medium	Low

Recommendation 4: The project, with support from CO and ROAP, to document "the story" of the project as a means to promote the approach and key achievements. In addition, it is recommended to take stock of the promotional material prepared so far and see what would be good to add. Equally, it would be good to disseminate experience of this project to other donors that may be doing similar works or are interested in supporting rural development in the same region. This document can be used by the donor as promotional material and also adds to the knowledge base for EIIP for replication and use in other contexts.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, ROAP(incl. DWT, EIIP)	High	Short	Low

Recommendation 5: Project and ILO-CO to support MOLE adopt and apply the CEEP model incorporating relevant labour and employment standards and make it a permanent program in the community, with support from LGUs. If work is implemented according to the model, there are opportunities for further collaboration, partnership, external support and integration with other projects and programs.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, CO, MOLE	Medium	Short	Moderate

Recommendation 6: - The project and ILO-CO to support MOLE in setting up a process of sharing of best practices and mentoring between and among LGUs/BLGUs/project sites. Communities are demonstrating practices with high potential for long-term success (e.g. strengthened leadership and social dialogue, O&M implementation) that can advance with further engagement and sharing of experience and lessons learned to foster greater collaboration and improvements in maintenance.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
Project Team, ILO-CO, MOLE	Medium	Short	Moderate

Recommendation 7: ILO-CO and ROAP to consider building in impact assessments and evaluations studies into all future infrastructure projects as part of an overall strategy to raise the importance of evaluation and also to collect and present data and information for assessment, transparency, and future learning.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO-CO and ROAP (DWT) and DEVINVEST	Medium	Long	Moderate

Annex 1: Terms of Reference

Terms of Reference
Independent Final Evaluation
Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in
Mindanao (Water Project)

ILO IRIS Code	PHL/18/04/JPN
Program dates	1 April 2019 - 31 March 2022
Administrative Unit in charge of the program	CO-Manila
Unit in charge of technical backstopping	Employment Intensive Investment Programme (EIIIP) under the Development and Investment (DEVINVEST) Branch in the ILO Headquarters in Geneva
Timing of evaluation	Final
Type of Evaluation	Independent evaluation
Donor	Government of Japan, Ministry of Foreign Affairs
Budget	USD 2,693,723
Evaluation data collection dates	3-16 February 2022
TOR preparation date	November 2021
Evaluation Manager	Theerawich Tanprasert, Knowledge Management Officer, ILO Regional Office for Asia, and the Pacific

1. Introduction and rationale for evaluation

This Terms of Reference (ToR) concern an independent final evaluation of the Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao project.

The overall objective of the independent final evaluation focuses on assessing the effectiveness of the project in achieving its intended results. The evaluation will also apply other OECD/DAC criteria/United Nation Evaluation Group (UNEG)'s Evaluation criteria e.g., relevance, coherence, efficiency, impact, sustainability of the project, and other ILO cross-cutting concerns.

The specific objectives of this final evaluation are to assess the extent to which the project expected results have been achieved, the extent to which the project has made a difference in alleviating poverty in communities prone to conflict in the Bangsamoro Autonomous Region in Muslim Mindanao through improved access to safe and reliable water supply and sanitation services. It will also examine other aspects of the project from relevance, coherence with other crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works and local economic development project and initiatives at local and national levels, and efficiency on resource utilisation. The evaluation will document good practices and lessons learned for future similar projects. It should also contribute to improving programming strategies and the approaches of ILO programming.

The final evaluation process will be carried out between January and March 2022. It will be conducted in compliance with the UNEG Evaluation's Norms and Standards¹⁹ and with the principle for programme evaluation set forth in the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th edition* (Aug 2020).

¹⁹ <http://www.unevaluation.org/document/detail/1914>

The final evaluation will be managed by a Knowledge Management Officer based in the ILO Regional Office for Asia and the Pacific in Bangkok and will be conducted by independent evaluators to be recruited by the evaluation manager. Key stakeholders, including tripartite constituents, project partners, the donor - the Government of Japan, through the Ministry of Foreign Affairs, and the ILO's Employment Intensive Investment Programme (EIIP) under Development and Investment (DEVINVEST) Branch, which is the technical backstopping unit in Geneva, and the ILO Country Office in the Philippines will be consulted throughout the evaluation process.

The review and assessment of secondary data will be complemented with primary data collected from methods including, but not limited to survey, interview, and other appropriate methods with selected key stakeholders. Given the suggested methodology, the evaluators will further refine and determine the final methodology of this final evaluation during the inception phase in consultation with the Evaluation Manager as well as with the ILO programme team.

The evaluation will also need to address all relevant cross-cutting issues. Gender equality and non-discrimination, disability inclusion, promotion of international labour standards, tripartite processes and constituent capacity development and environmental issues will also be considered throughout this evaluation.

2. Brief background on the programme and context

About Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao

The ILO's Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao (also known as Water Project) funded by the Government of Japan through the Ministry of Foreign Affairs promotes decent work, provides access to clean and safe water, and contributes to building peace in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), the Philippines.

The Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) is home to several indigenous peoples (IPs) recognised and acknowledged under the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao (or BOL) enacted on July 26, 2018, by President Rodrigo Duterte. The ratification of BOL in 2019 abolishes the Autonomous Region of Muslim Mindanao (ARMM), which was created through Republic Act No. 6734 on August 1, 1989, and consisted of the provinces of Lanao del Sur, Basilan, Sulu, Maguindanao and Tawi-Tawi. It also gave birth to the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) which expanded the autonomous regions' territory now covering 39 barangays in North Cotabato (Special Geographic Area) and Cotabato City in addition to the ARMM core territory.

The IPs in the BARMM area experience discrimination, degradation of resource bases, and armed conflict. Their communities, located in distinct ancestral territories, also have high rates of unemployment, underemployment, and illiteracy. Despite the abundance of natural resources around them, the IPs remain poor and disadvantaged, lacking the capacity to cope with the fast-changing social, economic, and political environments. Majority of households in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) still have inadequate access to potable water supply. Most communities are also vulnerable to water-borne diseases with many poor families relying on unprotected and contaminated water resources. Data from the Philippine Statistical Authority in 2016 showed that only fifty-three per cent (53%) of families in the region have access to safe water. BARMM has the lowest proportion of families (74.6%) with basic access to the drinking water service in 2019. This is lower than the national average of eighty-five per cent (85%).

The IPs within the core territory of the ARMM, mostly Tedurays, Lambangian, and Dulangan Manobo, are residing in the municipalities of Maguindanao, Lanao del Sur and Cotabato. These are the indigenous

societies whose ancestors have lived and established a way of life since time immemorial. Collectively called Lumads, their history is replete with journeys for empowerment and freedom, until this very day.

Despite the progress towards peace and opportunities for better life in the affected areas, the Bangsamoro Autonomous Region is still open to a virulent threat espoused by violent extremists who target young and easily swayed civilians to follow their ideology. The Government, in collaboration with local government units, religious scholars and prominent clans, initiated the program Prevent and Counter Violent Extremism (PCVE) in a bid to deny extremists chances to recruit new members.

In 2016, the UN Secretary General endorsed the UN Plan of Action to Prevent Violent Extremism, which underscores the need to address the underlying conditions that drive individuals to radicalise and join violent extremist groups. The recommended actions include focus on education, skills development, and employment facilitation; empowering the youth; gender equality and empowering women; dialogue and conflict prevention; and engaging communities.

The project builds on ILO's existing and previous work in the Philippines, including on crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works, and local economic development. It further advocates for workers' rights, social dialogue, social protection, and employment creation. The capacities of local communities are improved as members are also involved in developing, constructing, operating, and maintaining water supply, sanitation, and hygiene facilities.

The ILO-Japan project originally planned to implement water supply development in mainland and island provinces of BARMM. However, due to the COVID-19 pandemic, the project has focused only on BARMM's mainland area including Maguindanao, Lanao del Sur and in the Special Geographic Area (SGA) in North Cotabato). With approval from Japan, resources initially planned for the islands were repurposed to implement the Community Emergency Employment Programme (CEEP) in partnership with the Ministry of Labour and Employment. The CEEP provided emergency employment to the informal sector workers in the region who were affected by the pandemic. Over 1,800 workers and almost 12,000 households in conflict-affected communities stand to benefit from economic activities. The project further integrates environmental standards and conservation measures to promote green jobs and to provide immediate income. It contributes towards the achievement of the Sustainable Development Goals (SDGs), specifically Goal 6 on clean water and sanitation, and Goal 8 on decent work and economic growth.

Target Beneficiaries

The beneficiaries of the project are communities in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), Philippines, who are able to avail of the new water systems. These are the members of the estimated 11,814 households in the communities where the service area of the water supply systems will be established. In addition, the direct recipients of the interventions include the workers recruited from the target communities. At least 1,800 workers were targeted to benefit from wage employment and provided with the required social protection benefits.

Project objectives

The *project goal (see annex for the logical framework)* is to help alleviate poverty in communities prone to conflict in the Bangsamoro Autonomous Region in Muslim Mindanao through improved access to safe and reliable water supply and sanitation services.

To be able to achieve this goal, the project sets its immediate objectives and outputs as below:

- Immediate objective 1: Community contractors are prepared to address demands for local construction works

- Output 1.1: Appropriate water supply development and sanitation subprojects are designed for selected target sites
- Output 1.2: Community contractors are organised, and training needs are determined
- Immediate objective 2: Short- and long-term jobs in the implementation of the appropriate water supply development subprojects are generated
- Output 2.1: About 1,800 workers are employed in jobs created through community-based water supply development and sanitation subprojects
- Immediate objective 3: Beneficiary communities have improved access to safe and reliable water supply
- Output 3.1: Safe and reliable water supply systems successfully established
- Output 3.2: Water supply and sanitation subprojects completed with applied green works methods
- Immediate objective 4: Communities have strengthened capacities on proper use and maintenance of water supply system
- Output 4.1: Communities trained on proper operation and maintenance of the new facility

Progress to date

As of 31 November 2021, through the employment intensive approach, the ILO-Japan Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao has been able to provide direct jobs to 3,328 community workers. Of this number, 914 (27%) are women. They have received a total of Php 6.57 million in paid wages and been provided with social protection benefits. Increased access to social protection also ensures that workers can effectively access health care and support job and income security. These impacts have been crucial especially at the onset of the COVID-19 when sources to livelihood is significantly reduced and health care becomes increasingly important. It has helped them cope up with the consequences of the pandemic in this fragile context.

Five (5) water systems have already been provided benefiting over 3,000 households and schools with about 5,000 school children. As these sites are predominantly agricultural, small farmers relying on subsistence farming also benefit from the water systems through better access to water resource, savings generated from buying drinking water and less health risks to them and their families. This important social asset strengthens communities and reduces poverty by addressing these specific needs.

Nine (9) community contractors were capacitated with skills both technical and social requirements of the project. They have been engaged to construct the 11 water systems in various mainland BARMM sites. As they were trained in bookkeeping, financial management, work planning and project management in general, they have been able to improve their participation, especially with matters affecting their communities, such as access to better services and planning for local development. Communities have been involved in the discussions of the operation and maintenance of the water systems. This increases project ownership and accountability to constructed water facilities.

The project has also ensured that water sources will be protected and will not have a detrimental impact to the environment. Components of the project attempts to address environmental challenges such as soil erosion, flooding, and loss of natural vegetation around water sources. The project designs include use of solar powered water systems, backfilling by planting groundcovers and shrubs to control soil erosion, use of natural filtration system to treat wastewater from tap stands and incorporating reforestation around water sources in the Operation and Maintenance Plan.

The Implementing Partners contracted by the Project facilitated skills development to select workers who were provided additional training in plumbing and masonry. Most of these workers were hired as skilled workers, meaning most of them have already have skills even before the project. In some sites, selected

non-skilled workers were also given skills training together with the skilled workers. The training is more of a refresher and additional skills training for the skilled workers to ensure that the requirements and standards are followed, and skills are enhanced.

Community Emergency and Employment Program (CEEP) is a highly significant response that addressed the needs of the informal sector, hard hit by the pandemic. Sixty-one per cent (61%) of the identified 2,027 beneficiaries were former combatants, twenty-nine (29%) were female informal workers and fifty-seven per cent (57%) are engaged in small-scale farming and fishing. Part of the work contributed to flood protection especially in urban centres. All works for CEEP was completed in August 2021. The total budget allocated to the CEEP was Php 14,894.240. The Ministry of Labour and Employment intends to replicate the project as part of their regular programme.

Project theory of change, and strategy

Theory of change

See Annex 1 for the theory of change

Project strategy

To achieve the project development objective, the project will assess communities where returning combatants, vulnerable youth and women, and the IPs and civilians displaced by the armed conflicts are re-establishing communities as they transition to a peaceful life. It is reported that in these areas, basic services are lacking, if not absent and poverty is prevalent.

The returning combatants, vulnerable youth, IPs and men and women displaced and vulnerable to conflict constitute the project's main target groups. As the project will construct water supply and recovery systems using labour-based methods, workers will come from the target communities. This will provide them with immediate income, new knowledge and practical skills, an organisation that can address construction and maintenance of local facilities and infrastructure and be prepared to seek other sources of livelihood.

The project's main task is to improve the communities' access to safe and reliable water supply for domestic and/or agricultural production. It is expected that with safe drinking water for households, other agencies and organisations will come in and provide sanitation and hygiene facilities. The project will coordinate and collaborate with the relevant agencies and organisations in the covered areas. The project will also determine if wastewater harvesting processes can be installed to also improve the communities' adaptive capacity to impacts of climate change.

Alignment with ILO's strategic framework and the UN Sustainable Development Goals

The project is meant to create jobs while advocating the Decent Work Agenda and thus aligns with the ILO's strategic frameworks and the UN Sustainable Development Goals.

The project corresponds to the Strategic Policy Outcome: Outcome 1 – More and better jobs for inclusive growth and improved youth employment prospects.

It also links to Country Programme Outcome: PHL101 – Strengthened policies and programmes for employment creation of young people, vulnerable and marginalised groups, through the implementation of decent work approaches for sustainable development and disaster resilience.

The project also addresses the Sustainable Development Goal: SDG 6 – Ensure availability and sustainable management of water and sanitation for all; SDG 8 – Promote sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all; and SDG 16 – Peace, justice, and strong institutions.

Cross cutting issues and gender responsiveness in programme design

The sub-projects incorporate cross-cutting themes such as gender equality, labour standards, and environmental and social protection in all aspects of project implementation. As these themes are critical in project success and sustainability, the project uses inclusive and participatory approaches in working with the communities. For example, these are done through:

- Ensuring gender-inclusive approaches in meetings, consultations, worker selection and implementation of works
- Inclusion of clauses or measures in the contracts that promote gender-equality, prevention of abuse, exploitation, and gender-based violence, protection of the environment, and ensure decent work conditions
- Conduct of orientation on Prevention on Sexual Exploitation and Abuse (PSEA)
- Inclusive and transparent consultations with all stakeholders all throughout the project cycle
- Guided by the pre-feasibility studies conducted by the ILO, environmental and social safeguards will be put in place to mitigate risks (including those related to COVID-19) and enhance positive impacts of the projects. Governmental requirements such as the Environmental Compliance Certificate or Certificate of Non-Coverage, water permit, water testing, Occupational Safety and Health (OSH) provisions, social protection, and others will be complied with. Also, social issues such as those related to land, indigenous people, people with disability, displacements, security, cultural heritage, and others will be resolved through meaningful dialogue in the proper venue with guidance from relevant authorities, when and where necessary, prior to the implementation of construction works. The process and all agreements will be properly documented in writing.

Institutional arrangement

The project document requires the project to update the Project Advisory and Review Committee on a regular basis and that quarterly meetings of the PARC are held to discuss the status of project outputs and activities as well as the potential need for corrective actions. Following the meeting between the ILO and Bangsamoro Autonomous Region in Muslim Mindanao (BARM) on the project in September 2019, an agreement was made to establish a Project Advisory and Review Committee (PARC). PARC is chaired by the Ministry of Labour and Employment (MOLE) with membership composed of the Office of the Chief Minister (OCM), Ministry of Public Works (MPW), Ministry of Interior and Local Government (MILG), Ministry of Health (MOH), and Ministry of Science and Technology (MOST). As the overall steering committee, the role of PARC is recognised in the level of policymaking and direction-setting. The Office of the Presidential Adviser on the Peace Process (OPAPP) sits as observer to the PARC. To date, four (4) PARC meetings and two PARC Special Meetings took place.

At the sub-project level, technical working groups (TWG) or equivalent, are encouraged to be established to ensure participatory, effective, and transparent implementation. Depending on the context of the sites, TWGs are usually composed of the Municipal Mayor, representatives from the Municipal Engineers Office (MEO) and Municipal Planning and Development Office (MPDO), the community contractor and other relevant partners. For sites where there are difficult dynamics, this arrangement may not be possible.

Project management set-up

The project is technically supervised by the Employment Intensive Investment Programme (EIIP) Programme under the Development and Investment (DEVINVEST) Branch in the ILO Headquarters in Geneva. DEVINVEST works on promoting employment-intensive investment strategies, economic diversification, and structural change for enhancing employment and productivity growth.

An EIP specialist based in ROAP provides technical backstopping to the project. A Senior Programme Officer in Manila also provides backstopping to the project

In the field, the ILO established a project office in Cotabato City. The Project Manager, two (2) engineers, two (2) Community Facilitators (CFO), two (2) Admin-Finance Assistants, one (1) Local Security Assistant²⁰, and two (2) drivers are based at the project office in Cotabato City. However, at present, there are a total of 8 staff (1 manager, 1 engineer, 2 CFOs, 2 Admin-Finance Assistants, and 2 drivers). The infrastructure designs are reviewed by the relevant government offices such as the municipal engineers and approved by the PARC through the chairman.

Implementing partners and their roles

The Project engages Implementing Partners (CSOs / NGOs/Government) in implementing the sub-projects in the water sites following the requirements of the ILO. With guidance and support from the ILO, implementing partners contract and provide capacity building to the identified community contractors in all aspects of the implementation including supervision of construction works supervision. A total of three (3) implementing partners have been engaged in the water project.

Community contractors are formally organised groups composed of community members that are engaged by the Implementing Partners to construct the water systems, following the local resource-based approach and with guidance from the implementing partner and the ILO. A total of nine (9) community contractors have been engaged and capacitated to implement the 11 water subprojects.

Community Emergency Employment Programme (CEEP)

BARMM's Ministry of Labour and Employment (MOLE) was engaged as implementing partner for the CEEP. MOLE implemented the CEEP while ILO provided technical assistance in developing the concept and guidelines for the CEEP and provision of funds for worker-beneficiaries salaries, social protection, OSH provisions, tools, and materials.

3. Purpose, scope, and client of the evaluation

Purpose

The main purpose of this independent final evaluation is to evaluate ILO's overall performance in the implementation of the Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao project and to promote accountability of the ILO to its key stakeholders, including the Japan's Ministry of Foreign Affairs, as the main donor, the tripartite constituents and project partners in the Philippines' Mindanao region, and to enhance learning within the ILO and among key stakeholders.

The findings, lessons learned, and good practices provided by this evaluation will contribute to the improvement of the ILO similar project/programme in the future, particularly in the area of crisis recovery and prevention, skills development, and employment creation especially for vulnerable groups, green works, green jobs, just transition, and local economic development.

The independent final evaluation has the following specific objectives:

Assess whether the Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao project responds to the needs and priorities of beneficiaries within

²⁰ the project had an LSA as it was recommended to have one for projects with operations in the island provinces of BARMM. However, the LSA had health issues and the COVID-19 pandemic hit the world, he did not renew his contract. Security-related tasks are now lodged with one of the Admin/Finance assistants

the scope of the project and whether it has the appropriate design and strategies to achieve intended results including during the COVID-19 pandemic.

Assess whether resources are strategically allocated and efficiently used to deliver expected outputs and outcomes in a timely manner.

Assess whether the expected results have been effectively achieved at the project level and the project contribution to achieving ILO Country Programme Outcome, ILO Strategic Policy Outcome, and Sustainable Development Goals as well as their sustainability

Assess whether the EIIP approach is relevant and effective in bringing skill development, entrepreneurship, social protection, and other cross-cutting concerns in the water sector.

Assess the project contribution to alleviating poverty in communities prone to conflict in the Bangsamoro Autonomous Region in Muslim Mindanao.

Enhance organisational learning through documented best practices and lessons learned emerging throughout the project cycle.

Scope

This independent final evaluation will cover all interventions under the project from the project inception until the time that the evaluation is carried out in January 2022. Geographically, it will focus on the Bangsamoro Autonomous Region in Muslim Mindanao, including completed subproject sites and those that will be completed in February 2022 where possible. The evaluation will examine the project's performance in relation to ILO's cross-cutting issues on gender, labour standards, social dialogue, and environment.

The evaluation will integrate gender dimension, disability inclusion and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report of the evaluation. The analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Programmes (September 2007). In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

The evaluation will give specific attention to how the project is relevant to the programme and policy frameworks at the national and global levels, UN Sustainable Development Cooperation Framework (UNSDCF), national sustainable development strategy (or its equivalent), and other relevant national development frameworks.

The evaluation will be conducted following UN evaluation standards and norms and the glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC).

Clients

The clients and users of this independent final evaluation include the project team, the ILO management at country, regional, and headquarters levels, the ILO tripartite constituents, the project partners, PARC members, and the Japanese government as the main financing partner of this project.

The evaluation will ensure that the issues and inputs from stakeholders/tripartite constituents are being adequately covered in the objectives of the evaluations and they will have the opportunities to provide inputs and feedback throughout the evaluation process.

4. Evaluation criteria and evaluation questions

It is expected that the independent final evaluation will address all questions listed below. The evaluators may adapt the evaluation criteria and questions in consultation and agreement with the evaluation manager and project team. The changes should be reflected in the inception report and final evaluation report.

Key evaluation questions

Relevance and validity of design	<p>Are the project design and strategies adequate to improve access to safe and reliable water supply and sanitation services and contribute to alleviating poverty in conflict-prone communities in the Bangsamoro Autonomous Region in Muslim Mindanao?</p> <p>To what extent is the EIIP approach relevant in improving safe and reliable water supply and sanitation services and contributing to alleviating poverty in the region?</p> <p>What are the strengths and weaknesses of the EIIP approach implemented by the project?</p> <p>To what extent has the project responded to the needs and priorities of the beneficiaries, implementing partners, donor, ILO constituents (government, employers' organisations, unions) and other relevant stakeholders in the in the Bangsamoro Autonomous Region in Muslim Mindanao?</p> <p>To what extent has the project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other project stakeholders during the COVID19 pandemic?</p>
Coherence	<p>Have there been any synergies/collaboration between the project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the project and its sustainability?</p>
Effectiveness	<p>Have the project's planned outputs been achieved? What factors have contributed for the attainment? If not, what are the constraints?</p> <p>How prepared are the community contractors in addressing demands for local construction work? What strategies have been employed to prepare them for their responsibility in the project?</p> <p>To what extent has the project contributed to the job creation through community-based water supply development and sanitation subprojects?</p> <p>To what extent has the project contributed to improved access to safe and reliable water and sanitation services of men and women in the Bangsamoro Autonomous Region in Muslim Mindanao?</p> <p>To what extent has the project contributed to the strengthened capacity on proper use and maintenance of water supply system of communities in Bangsamoro Autonomous Region in Muslim Mindanao?</p>
Efficiency	<p>Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes?</p> <p>Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the project in doing so?</p> <p>To what extent has the management model (i.e., organisational structure; information flows; decision-making in management) been efficient in comparison to the outputs and outcomes attained?</p>
Sustainability	<p>What strategies have the project employed to ensure the sustainability of the project results? To what extent they have been effective?</p>

	<p>Are the project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the project ends? What is the evidence?</p> <p>What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of project's benefits? If so, what is it?</p> <p>How effective has the project been in establishing ownership among relevant stakeholders at the community and local government level in the Bangsamoro Autonomous Region in Muslim Mindanao?</p>
Impact	<p>To what extent has the project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals?</p> <p>To what extent has the project affected the general access to potable water supply in the involved communities and the larger area?</p> <p>To what extent has the project contributed to alleviating poverty in communities prone to conflict in the Bangsamoro Autonomous Region in Muslim Mindanao?</p> <p>What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the project?</p>
Cross-cutting issues	<p>To what extent has the project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive?</p> <p>What efforts have been undertaken to ensure that benefits from project outputs and outcomes are inclusive to people of all ages, genders, and cultures in the Bangsamoro Autonomous Region in Muslim Mindanao?</p> <p>To what extent has the project contributed to improving decent working conditions and the respect of gender equality, non-discrimination, disability and inclusion, human rights, and environmental concerns in the Bangsamoro Autonomous Region in Muslim Mindanao?</p>
Lessons learned and best practices	<p>What challenges did the project encounter during the implementation? How have these challenges been addressed?</p> <p>What are the best practices that emerged throughout the project cycle that can be replicated by other similar projects in the future? How effective has the project been in communicating them to wider audiences?</p> <p>What are the lessons learned pertaining to the implementation of EIIP approach?</p> <p>What are the suggestions for further improvement?</p>

5. Methodology

This independent final evaluation will use methodologies and techniques as determined by the specific needs for information, the evaluation questions, the availability of resources, and the priorities of stakeholders.

The evaluation should adopt multiple methods with analysis of both quantitative and qualitative data to capture the project contributions to the achievements of expected and unexpected outputs and outcomes. The collected data will be triangulated to ensure validity and rigour of the evaluation findings.

In all cases, evaluators are expected to review and analyse all relevant information sources, such as project progress reports, project concept note, monitoring plan, minutes of PARC meetings and any other documents that may provide evidence form judgements. The information sources are to be provided by the project team.

The evaluators are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool to collect relevant data. Given the current context of the COVID-19 pandemic, face-to-face data collection may be limited. The evaluators should therefore consider using online data collection tools to the extent possible. The evaluators will make sure that the voices, opinions, and information of targeted participants of the project are taken into account with respect of cultural norms. Moreover, the data and information should be collected, presented, and analysed with appropriate gender disaggregation. Gender concerns should be addressed in accordance with ILO [Guidance note 4: “Integrating gender equality in monitoring and evaluation”](#).

The methodologies and techniques to be used in the evaluation should be described in detail in the inception report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, surveys, or participatory techniques. The independent final evaluation will comply with evaluation norms and standards and follow all ethical safeguards and principles as specified in ILO’s evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as Evaluation Quality Standards.

6. Main deliverables

The evaluators will deliver the following main outputs:

Deliverable 1: Inception report and workplan

The evaluators will draft an inception report upon the review of the available documents and conduct briefings/initial discussions with the project team, relevant ILO officials/specialists and the donor.

The inception report will include among other elements, the evaluations questions, data collection methodologies and techniques and evaluation tools. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

The inception report will be prepared as per the EVAL Checklist 3: Writing the inception report, and approval by the evaluation manager.

Deliverable 2: Stakeholder workshop/debriefing (online)

This workshop is to present the preliminary findings of the evaluation. At the end of the data collection, the evaluation team will present preliminary findings for validation with key stakeholders.

The project team will provide necessary administrative and logistic support to the organisation of this online stakeholder workshop/debriefing

Deliverable 3: Draft evaluation report

The draft evaluation report will be prepared in accordance with the “EVAL Checklist 5: Preparing the Evaluation Report”, which will be provided to the evaluators.

The draft report will be improved by incorporating comments and feedback from key stakeholders including but not limited to the evaluation manager, project team, ILO officials concerned with this evaluation and project, the donor, and project partners.

Comments from stakeholders will be consolidated by the evaluation manager and will be shared to the evaluators to incorporate them into the revised evaluation report.

Two or three rounds of comments can be expected including comments from ILO Evaluation Office.

Deliverable 4: Final evaluation report

The final evaluation report will include stand-alone evaluation summary (in an ILO standard format).

The final report should not be more than 30 pages (excluding annex). Findings and results should follow logically from the analysis, be credible, and clearly presented together with analyses of achievements and gaps. The evaluator will incorporate comments received from ILO and other key stakeholders into the final report. The report should be finalised in accordance with the EVAL Checklist 5: Preparing the Evaluation report.

The evaluation report will be considered final only when it gets final approval by the ILO Evaluation Office. The quality of the report will be assessed against the relevant EVAL Checklists (See Checklist 6 Rating the quality of evaluation report, in Section 12).

The report and all other outputs of this evaluation must be produced in English. All draft and final reports, including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with Microsoft Word for Windows.

Draft and Final evaluation reports must include the following sections:

- Cover page with key programme data (programme title, programme number, donor, programme start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of data collection, name(s) of evaluator(s), date of submission of evaluation report).
- Acronyms
- Executive Summary (using the ILO standard format) with key findings, conclusions, recommendations, lessons, and good practices (each lesson learned, and good practice need to be annexed using the ILO standard format)
- Description of the programme and its intervention logic
- Purpose, scope, and clients of the evaluation
- Evaluation questions
- Methodology and limitations
- Presentation of findings for each criterion
- A table presenting the key results (i.e., figures and qualitative results) achieved per objective (expected and unexpected)
- Conclusions and recommendations, including to whom they are addressed
- Lessons learned (will also be annexed using the ILO standard format), good practices and models of intervention, and possible future direction
- Appropriate annexes including but not limited to ToR, list of meetings and interviews with stakeholders, lessons learned and good practice (using the ILO standard format), and other relevant documents
- Standard evaluation instrument matrix

7. Management arrangements and workplan

The evaluation manager is responsible for the overall coordination and management of this evaluation. The manager of this evaluation is Theerawich Tanprasert, Knowledge Management Officer, at ILO Regional Office for Asia and the Pacific based in Bangkok. The final evaluation report will be quality checked by the Regional Evaluation Officer and approved by the ILO Evaluation Office. The evaluation manager will consult all key stakeholders before finalising the ToR and they will have an opportunity to provide inputs and comments to the evaluators during the data collection and reflection process.

The evaluation team will be composed of an International Evaluator (team leader) and a National Evaluator (team member).

International and national evaluator qualifications

International evaluator

The table below described desired competencies and responsibilities for an international evaluator (team leader)

Profile	Responsibilities
<p>No previous involvement/engagement in the design and delivery of the Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao project.</p> <p>Minimum seven years of experience in conducting project evaluations.</p> <p>Knowledge of, and experience in applying, qualitative and quantitative research methodologies.</p> <p>Have proven knowledge of International Labour Standards, conflict recovery and prevention, infrastructure, water supply management, skills development, employment creation, green jobs, just transition, and local economic development, and other fields relevant to the project</p> <p>Substantial working experience in implementing and/or conducting evaluation for projects in conflict affected areas relating to infrastructure works (e.g., water supply management), conflict recovery and prevention, skills development, employment creation, green jobs, just transition, and local economic development, and other fields relevant to the project</p> <p>Substantial working experience in implementing and /or conducting evaluation for project in the Asia Region, experience in the Philippines (Mindanao region) will be considered an asset.</p> <p>Knowledge of, and experience in gender issues will be an advantage.</p> <p>Knowledge of ILO’s roles and mandate and its tripartite structure.</p> <p>Knowledge of the UN evaluation norms and its programming.</p> <p>Excellent analytical skills and communication skills.</p> <p>Excellent report writing skills in English.</p> <p>Ability to use on-line application tools for data collection (online survey, interview, and stakeholder workshop)</p>	<p>Conduct evaluation and deliver all deliverables under this ToR</p> <p>Desk review of project documents and other related documents</p> <p>Develop evaluation instruments and draft inception report</p> <p>Collect data from the project team, specialists, as well as other stakeholders</p> <p>Design survey tool (if deemed necessary)</p> <p>Facilitate stakeholder workshop/ debriefing with the programme and key stakeholders</p> <p>Draft evaluation report</p> <p>Finalise evaluation and report</p> <p>Draft stand-alone evaluation summary as per standard ILO format</p>

National evaluator

The table below described desired competencies and responsibilities for a national evaluator (team member)

Profile	Responsibilities
<p>Be a resident of the Philippines</p> <p>No previous involvement/engagement in the design and delivery of the Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao project, including relationship with implementing partners.</p> <p>Minimum five years of experience in conducting project evaluations.</p>	<p>Desk review of project documents and other related documents</p> <p>Assist the team leader in developing evaluation instruments including online</p>

<p>Knowledge of, and experience in applying, qualitative and quantitative research methodologies.</p> <p>Have proven knowledge of International Labour Standards, conflict recovery and prevention, infrastructure, water supply management, skills development, employment creation, green jobs, just transition, and local economic development, and other fields relevant to the project</p> <p>Knowledge of gender mainstreaming, UN evaluation norms and its programming and the ILO’s roles and mandate and its tripartite structure will be an advantage.</p> <p>Excellent analytical skills and communication skills.</p> <p>Excellent report writing skills in English.</p> <p>Knowledge of local language (Maguindanaon, Maranao or Teduray) used in the BARMM region is an advantage</p> <p>Ability to use on-line application tools for data collection (online survey, interview, and stakeholder workshop)</p> <p>Knowledge of BARMM context or experience in working in BARMM is an advantage</p> <p>Evaluation experience in water supply is an asset</p>	<p>survey and drafting inception report</p> <p>Take part in the interviews with key stakeholders and assist in note taking during interview</p> <p>Undertake field visit to conduct field data collection, if required</p> <p>Assist in analysing quantitative and qualitative data</p> <p>Assist the team leader in facilitating and participate in stakeholder workshop/debriefing with the project and key stakeholders</p> <p>Contribute to the drafting of the evaluation report led by the team leader</p> <p>Provide interpretation during the data collection as required</p> <p>Other tasks requested by the team leader</p>
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The international evaluator will report to the evaluation manager.

The project team will handle all contractual arrangements and provide logistic and administrative support to the evaluation throughout the process. They will also provide all relevant and updated project and non-project documents to be reviewed. Additionally, they will prepare an indicative list of stakeholders/partners/beneficiaries to be interviewed and facilitate the data collection to the extent possible but not to interfere with the independent process of evaluation.

It is foreseen that the duration of this evaluation will fall in January – March 2022

8. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. UN Evaluation Group (UNEG) ethical guidelines will be followed. The evaluator will abide by the EVAL’s Code of Conduct for carrying out the evaluations. The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

Evaluators should have personal and professional integrity and abide by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with women. Evaluators will be expected to sign the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process.

Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement

Annex 2: Evaluation Criteria

Evaluation Criteria	Key Questions	Indicators	Stakeholders to be consulted by question.	Data Collection Method	Da
Relevance and validity of design	<ul style="list-style-type: none"> Are the project design and strategies adequate to improve access to safe and reliable water supply and sanitation services and contribute to alleviating poverty in conflict-prone communities in the BARRM? <ul style="list-style-type: none"> To what extent is the EIP approach relevant in improving safe and reliable water supply and sanitation services and contributing to alleviating poverty in the region? What are the strengths and weaknesses of the EIP approach implemented by the project? To what extent has the project responded to the needs and priorities of the beneficiaries, implementing partners, donor, ILO constituents (government, employers' organisations, unions) and other relevant stakeholders in the in the BARRM? To what extent has the project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other project stakeholders during the COVID19 pandemic? 	<ul style="list-style-type: none"> Does project design clearly outline an approach to work? Is it feasible? How the project responded to needs and what strategies have been employed. How this changed in light of COVID (if at all). 	<ul style="list-style-type: none"> Project team ILO CO Team MOLE Local Government (LG) 	<ul style="list-style-type: none"> Document Review KIIs 	<ul style="list-style-type: none">
Coherence	<ul style="list-style-type: none"> Have there been any synergies/collaboration between the project and other initiatives in the area? If so, to what extent these synergies/collaborations enhance the impact of the project and its sustainability? 	<ul style="list-style-type: none"> Alignment to other projects and interventions in BARRM (UN, Govt, NGO). 	<ul style="list-style-type: none"> Project Team ILO CO Team 	<ul style="list-style-type: none"> Document Review KIIs with Stakeholders 	<ul style="list-style-type: none">
Effectiveness	<ul style="list-style-type: none"> Have the project's planned outputs been achieved? What factors have contributed for the attainment? If not, what are the constraints? How prepared are the community contractors in addressing demands for local construction work? What strategies have been employed to prepare them for their responsibility in the project? To what extent has the project contributed to the job creation through community-based water supply development and sanitation sub-projects? To what extent has the project contributed to improved access to safe and reliable water and sanitation services of men and women in the BARRM? To what extent has the project contributed to the strengthened capacity on proper use and maintenance of water supply system of communities in BARRM? 	<ul style="list-style-type: none"> Level of achievement as per results framework. Perceptions of capacity and application of knowledge and skills. Jobs created and also establishment of new income streams. People with access to water. Operation and maintenance plans. 	<ul style="list-style-type: none"> Project Team ILO CO Team MOLE and LG's Implementing Partners Workers and beneficiaries 	<ul style="list-style-type: none"> Document Review KIIs with stakeholders FGDs with workers and beneficiaries 	<ul style="list-style-type: none">
Efficiency	<ul style="list-style-type: none"> Have the financial resources and other inputs been strategically allocated and efficiently used to achieve the expected outputs and outcomes? 	<ul style="list-style-type: none"> Levels of expenditure (over and under). Deliverables against workplan. Management structures - assessment of perception from 	<ul style="list-style-type: none"> Project Team ILO CO Team 	<ul style="list-style-type: none"> Document Review KIIs with Stakeholders 	<ul style="list-style-type: none">

	<ul style="list-style-type: none"> • Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the project in doing so? • To what extent has the management model (i.e., organisational structure; information flows; decision-making in management) been efficient in comparison to the outputs and outcomes attained? 	partners (ILO, IPs, and LGUs).		<ul style="list-style-type: none"> • Interviews with Evaluation Manager 	
Sustainability	<ul style="list-style-type: none"> • What strategies have the project employed to ensure the sustainability of the project results? To what extent they have been effective? • Are the project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the project ends? What is the evidence? • What are the major factors that will have or have influenced the continuity of the project's activities and benefits? Is there any needed support to ensure the sustainability of project's benefits? If so, what is it? • How effective has the project been in establishing ownership among relevant stakeholders at the community and local government level in the BARMM? 	<ul style="list-style-type: none"> • Assessment of what will continue based on feedback with LGU and communities. • Assessment of capacity of community contractors. • Assessment of training and capacity development (OSH, social protection etc.) 	<ul style="list-style-type: none"> • Project Team • ILO CO Team • MOLE and LG's • Implementing Partners • Workers and beneficiaries 	<ul style="list-style-type: none"> • Document Review • KIIs with stakeholders • FGDs with workers and beneficiaries 	<ul style="list-style-type: none"> • •
Impact	<ul style="list-style-type: none"> • To what extent has the project contributed to achieving ILO Strategic Policy Outcome, ILO Country Policy Outcome, and Sustainable Development Goals? • To what extent has the project affected the general access to potable water supply in the involved communities and the larger area? • To what extent has the project contributed to alleviating poverty in communities prone to conflict in the BARMM? • What changes, intended or unintended, have been observed from partners (community contractors, government, workers, community members) resulting from engagement to the project? 	<ul style="list-style-type: none"> • The project supports priorities identified in the Decent Work Programme (DWCP) of the Philippines. Also reference to other key documents. • Assessment of access. • Anecdotal evidence of impact and change as a result of project. 	<ul style="list-style-type: none"> • Project Team • ILO CO Team • MOLE and LG's • Implementing Partners • Workers and beneficiaries 	<ul style="list-style-type: none"> • Document Review • KIIs with stakeholders • FGDs with workers and beneficiaries 	<ul style="list-style-type: none"> • •
Cross-cutting issues	<ul style="list-style-type: none"> • To what extent has the project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive? • What efforts have been undertaken to ensure that benefits from project outputs and outcomes are inclusive to people of all ages, genders, and cultures in the BARMM? • To what extent has the project contributed to improving decent working conditions and the respect of gender equality, non-discrimination, disability and inclusion, human rights, and environmental concerns in the BARMM? 	<ul style="list-style-type: none"> • EIIP target of 30% and strategies around implementation. • Assessment of overall approach to engagement – identification of strategies. 	<ul style="list-style-type: none"> • Project Team • ILO CO Team • Implementing Partners • Workers and beneficiaries 	<ul style="list-style-type: none"> • Document Review • KIIs with stakeholders • FGDs with workers and beneficiaries 	<ul style="list-style-type: none"> • •
Lessons learned and best practices	<ul style="list-style-type: none"> • What challenges did the project encounter during the implementation? How have these challenges been addressed? • What are the best practices that emerged throughout the project cycle that can be replicated 	<ul style="list-style-type: none"> • Key lessons identified and key best practices. • Anecdotal evidence from stakeholders on key lessons based on experience. 	<ul style="list-style-type: none"> • Project Team • ILO CO Team • MOLE and LG's • Implementing Partners 	<ul style="list-style-type: none"> • Document Review • KIIs with stakeholders 	<ul style="list-style-type: none"> • •

	<p>by other similar projects in the future? How effective has the project been in communicating them to wider audiences?</p> <ul style="list-style-type: none"> • What are the lessons learned pertaining to the implementation of EIP approach? What are the suggestions for further improvement? 		<ul style="list-style-type: none"> • Workers and beneficiaries 	<ul style="list-style-type: none"> • FGDs with workers and beneficiaries
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Annex 3: List of Documents Consulted

No.	Document Name	Source
1	ILO Proposal on Community-Based Water Supply Development - FINAL2 + ME	ILO
2	Logical Framework PHL-18-04-JPN 2019.05.17	ILO
3	Project 107068_Budget_V.20190517	ILO
4	Signed PHL1804JPN.Annual Report.Asof31Dec2019.final-signed	ILO
5	Updated Work Plan. As of March 2021	ILO
6	Activity Photos	ILO
7	Agreed Minutes_ILO	ILO
8	Agreed Minutes_JPN	ILO
9	Annex C. Activity Photos	ILO
10	Annex D. ILO Japan news clippings	ILO
11	Annex E. Feature Story	ILO
12	Annual Report 2020_PHL1804JPN.final_010421_KH	ILO
13	Exchange of Notes_ILO	ILO
14	Exchange of Notes_JPN	ILO
15	ILO BARMM Labour Assessment Report	ILO
16	EIIP and Disability - 17 Dec 2021	ILO
17	Results Framework.Jan2022	ILO
18	ILO_PJ_Status_By_Output_and_E_020222	ILO
19	Terms of Reference.Action Programme	ILO
20	2. ANNEX A- Terms of Reference Implementation Agreement.DP.DOS	ILO
21	Annex 3 - CEEP Guidelines for Planning the Works	ILO
22	Wao SWWS Operation and Maintenance	ILO
23	Wao ORDINANCE NO 646 LEVEL II WATER SYSTEM	ILO
24	Works Contract with BOQ and Annexes.Looy	ILO
25	Site Selection Criteria	ILO
26	Signed Work Contract Looy	ILO
27	Decent Work Country Programme Philippines 2020-2024	ILO
28	Local Resource-Based Approaches in Water Works	ILO

Annex 4: List of People Consulted and Interviewed

	Name	Position	Location	Contact Details	Meeting date
1	Dr. Hori Kazuichiro	First Secretary /Health Attache	Embassy of Japan	kazuichiro.hori@mofa.go.jp	Meeting 21/2
MOLE					
1	Romeo K. Sema	Minister	MOLE	mole.barmm@bangsamoro.gov.ph	
2	Dong Anayatin	Director General	MOLE	jones_smate@yahoo.com.ph	Meeting 15/2
3	Noraida Tamano	CEEP Coordinator (Lanao Del Sur)	MOLE	mole.barmm@bangsamoro.gov.ph	Meeting 15/2
4	Moctar Macalipat	CEEP Coordinator (Special Geographic Area/N. Cot)	MOLE	mole.barmm@bangsamoro.gov.ph	Meeting 15/2
5	Engr. Dimaporo Diocolano	CEEP Coordinator (Cotabato City)	MOLE	mole.barmm@bangsamoro.gov.ph	Meeting 15/2
6	Abdulrakman Nor	Chief, BLRS	MOLE	mole.barmm@bangsamoro.gov.ph	Meeting 15/2
Implementing Partners					
7	Zacaria Salik	Project Manager	ASDSW	zsalik@singledrop.org	Meeting 9/2
8	Christopher Gacayan	Senior Community Facilitator	ASDSW	cgacayan@singledrop.org	Meeting 9/2
9	Sitti Namrah Sonza	Community Facilitator	ASDSW	ssonza@singledrop.org	Meeting 9/2
10	Rhadzini Taalim	Manager / OIC ED	BDA	bangsamorocmo18@gmail.com ; rhadznitaalim@gmail.com	Meeting 22/2
11	Engr. Mohammad Saud	Engineer	BDA	mohammedsaudalon@yahoo.com	Meeting 8/2
12	Engr. Renato Sarikit	S. Upi MPDC	LGU of South Upi	lgusouthupimag@gmail.com ;	Email sent 2/2
ILO - Project Team					
13	Jen Aguinaldo	Project Manager	ILO	aguinaldo@ilo.org	Meeting 9/2
14	Joy Bacal	Community Facilitation Officer	ILO	joybacal@gmail.com	Meeting 7//2
15	Faz Paslangan	Community Facilitation Officer	ILO	fazlurrashed.paslangan@gmail.com	Meeting 7/2
16	Saiden Akmad	Project Engineer	ILO	akmad@ilo.org	Meeting 10/2
17	Rhea Lamorena	Adfin	ILO	lamorena@ilo.org	Meeting 11/2
18	Amil Kali	Project Engineer	ILO	aek81471@yahoo.com	Meeting 18/2
ILO – CO + ROAP					
19	Khalid Hassan	Country Director	ILO	hassan@ilo.org	Meeting 8/2
20	Ma. Concepcion Sardana	Senior Programme Officer	ILO	sardana@ilo.org	Meeting9/2
21	Chris Donnges	Coordinator, Employment Intensive Investment Programme (EIIP)	ILO	donnges@ilo.org	Meeting 8/2
22	Bas Athmer	Former Specialist EIIP	ILO		Meeting 22/2
23	Bjorn Johannessen	Specialist - EIIP	ILO	johannessen@ilo.org	Did not respond to request for interview.
Community - Community Based Organization (CBO)/ Community Contractors					
24	Danilo Rosarial	President	KLWIA (Looy, South Upi, Maguindanao)		Meeting 16/2
25	Mindalano Bornea	Vice President	TimananCES PTA (Romangaob, South Upi, Maguindanao)		Meeting16/2
26	Ronnie Algan	President	Rifao Spring Development Association (Rifao, N. Upi, Maguindanao)		Meeting 16/2
27	Lording Minted	President Representative	Nasag Pusaka Krasur Deb Renti, (Renti, N.Upi, Maguindanao)		Meeting 16/2
28	Jenny Dalayon	Secretary	Katutungan Irrigators' Association		Meeting 14/2
29	Azenith Kalim	Treasurer	Reina RegenteProducers Cooperative, Datu Piang, Maguindanao		Meeting 14/2

30	Wency Pacheco	Secretary	Naangan Farmers Peace and Development Association, Kabacan, North Cotabato	Meeting 17/2
31	Akmdad Mentato Lumambas	President	Naangan Farmers Peace and Development Association, Kabacan, North Cotabato	Meeting 17/2
32	Adelma Enero Lagrosas	Secretary	Barangay Water System Association, Balabagan, Lanao del Sur	Meeting 16/2
33	Reina Regente		Producers Cooperative	Meeting 14/2
Local Government Unit				
34	Reynalbert Insular	Mayor	South Upi, Maguindanao	lgusouthupimag@gmail.com Meeting 24/2
35	Elvino Balicao Jr.	Mayor	Wao, Lanao del Sur	omm_wao@yahoo.com.ph ; wao_mpdo@yahoo.com.ph Meeting 5/3
36	Rolly Caballes	SB Councilor-Infra	Wao, Lanao del Sur	dongcabs72@yahoo.com Meeting 24/2
37	Ramon Piang, Sr.	Mayor	Upi (North), Maguindanao	rap_upians@yahoo.com Meeting 23/2
38	Bobby Vasquez	Barangay Captain		Meeting 16/2
Community - Workers				
	FGD Participants:		FGD with CEEP workers/beneficiaries of Cotabato City	15/2
	<ul style="list-style-type: none"> Mohalidin L. Laguab (Male) Combatant Sheilla D. Ang-angan (Female) Russil A. Apat (Female) Margie A. Caños (Female) Mansueta C. Labendia (Female) Blah M. Sali (Male) Taha U. Dimao, (Male) Ali W. Salik (Male) 		4 Females and 4 Males Total: 8	
	FGD Participants		FGD Workers/Beneficiaries of Looy, Timanan, Renti, Rifao	16/2
	<ul style="list-style-type: none"> Domy Esteban (Male) Nelly Mogafuson (Female) Arnel B. Aron (Male) Josefina M. Diwan (Female) Melanie Basilio (Female) Marcel G. Bagis (Male) Princess Vasquez (Female) Charlie L. Nabong (Male) 		4 Females and 4 Males Total: 8	
	FGD Participants		FGD with CBO/ Community Contractors of Looy, Timanan, Renti	16/2
	<ul style="list-style-type: none"> Ronnie Moires Algan (Male) Rolly R. Molunggao (Male) Danilo Rosarial (Male) Nerissa M. Alimao (Female) Mindalano L. Borneta (Male) Lording Minted (Male) for Rudy Minted Ronel B. Tiban (Male) 		7 Males	
	FGD Participants		FGD with Combatant Beneficiaries of Naangan, Kabacan, North Cotabato	17/2
	<ul style="list-style-type: none"> Abdulpatah M. Bulod (Male) Akmdad Mentato Lumambas (Male) Wency G. Pacheco (Male) Mohamedin Ibrahim (Male) Danny Abas (Male) Gabby Lumambas (Male) Datu Blah Lumambas (Male) Kaharodin N. Mamolintao (Male) 		8 Males	
	FGD Participants:		FGD with Combatant Beneficiaries of Naangan, Kabacan, North Cotabato: Workers and CBOs	17/2
	<ul style="list-style-type: none"> Ibrahim B. Malinglo (Male) Marco G. Ratucan (Male) Monawara Simpall (Female) Khosme T. Diagao (Male) 		1 Female and 3 Males = 4	

Annex 5: KII Interview Guide

Consent statement

Thank you for taking the time to meet with us today. I would like to ask you some questions about your views on the Project. This information will be used in report for ILO that will be publicly available.

It is important to understand that while we would like your help in this Independent Final Evaluation (IFE), you do not have to take part if you do not want to, and you do not have to answer any questions if you do not feel comfortable doing so. As your participation is entirely voluntary, you may choose not to be recorded, refrain from answering any question and end the interview at any time.

The objective of this research is to improve the performance of projects and provide guidance and recommendations for the future. There is no direct benefit to the ILO for your participation in this IFE. The purpose is only to help us improve the services of projects like this one. The information we receive from you will be used for analysis purposes only.

After the research is completed, ILO will remove any identifying information from the transcripts and notes – such as names, dates, and specific locations – so that these sources may be made available for other researchers to use. ILO will require others who request access to this information to agree to use it for research purposes only and not to share this information with anyone else. In this way, we hope to ensure that others may benefit from the responses you provide, without risking your privacy.

The interview is expected to take about 30-45 minutes.

Do you have any questions? You may ask questions at any time. If you have questions or concerns about the research after we leave today, you can contact the evaluation manager – Mr. Theerawich Tanprasert (tanprasert@ilo.org)

Interview date and location:

Interviewer:

Title(s):

Name(s):

Gender:

Refer to Annex 1 for the key questions and also the table below.

Key Criteria	Notes from Interviews	Reference to evidence and documents
Relevance and Validity of Design	<ul style="list-style-type: none">• To what extent has the project responded to the needs and priorities of the beneficiaries, implementing partners, donor, ILO constituents (government, employers' organisations, unions) and other relevant stakeholders in the in the BARRM?• To what extent has the project responded to the needs and priorities of beneficiaries, implementing partners, donor, and other project stakeholders during the COVID19 pandemic?	
Coherence	<ul style="list-style-type: none">• Have there been any synergies/collaboration between the project and other initiatives in the area?	
Effectiveness	<ul style="list-style-type: none">• Have the project's planned outputs been achieved? What factors have contributed for the attainment? If not, what are the constraints?	

	<ul style="list-style-type: none"> • How prepared are the community contractors in addressing demands for local construction work? What strategies have been employed to prepare them for their responsibility in the project? • To what extent has the project contributed to the job creation through community-based water supply development and sanitation sub-projects? • To what extent has the project contributed to improved access to safe and reliable water and sanitation services of men and women in the BARMM? • To what extent has the project contributed to the strengthened capacity on proper use and maintenance of water supply system of communities in BARMM? 	
Efficiency of Resource Use	<ul style="list-style-type: none"> • Have outputs and outcomes been delivered in a timely manner? If not, what are the factors that have hindered the project in doing so? 	
Sustainability	<ul style="list-style-type: none"> • What strategies have the project employed to ensure the sustainability of the project results? • Are the project results likely to be durable, maintained, scaled up, and replicated by the beneficiaries and other development partners after the project ends? • What are the major factors that will have or have influenced the continuity of the project's activities and benefits? • How effective has the project been in establishing ownership among relevant stakeholders at the community and local government level in the BARMM? 	
Impact	<ul style="list-style-type: none"> • To what extent has the project affected the general access to potable water supply in the involved communities and the larger area? • To what extent has the project contributed to alleviating poverty in communities prone to conflict in the BARMM? 	
Cross-Cutting	<ul style="list-style-type: none"> • To what extent has the project mainstreamed gender and culture into its design and strategies? Are these strategies culturally and gender-sensitive? 	
Lessons Learned	<ul style="list-style-type: none"> • What challenges did the project encounter during the implementation? How have these challenges been addressed? • What are the best practices that emerged throughout the project cycle that can be replicated by other similar projects in the future? How effective has the project been in communicating them to wider audiences? • What are the lessons learned pertaining to the implementation of EIP approach? What are the suggestions for further improvement? 	

Annex 6: FGD Interview Guide

Consent statement

Thank you for taking the time to meet with us today for this Focus Group Discussion (FGD). I would like to ask you some questions about your views on the Project. This information will be used in report for ILO that will be publicly available.

It is important to understand that while we would like your help in this Independent Final Evaluation (IFE), you do not have to take part if you do not want to, and you do not have to answer any questions if you do not feel comfortable doing so. As your participation is entirely voluntary, you may choose not to be recorded, refrain from answering any question and end the interview at any time.

The objective of this research is to improve the performance of projects and provide guidance and recommendations for the future. There is no direct benefit to the ILO for your participation in this IFE. The purpose is only to help us improve the services of projects like this one. The information we receive from you will be used for analysis purposes only.

The purpose of the FGD is to obtain important information from beneficiaries/contractors/workers and partners who have participated. All responses are anonymous and will be consolidated with other discussions across the project. After the FGD is completed, the ILO will remove any identifying information from the transcripts and notes – such as names, dates, and specific locations – so that these sources may be made available for other researchers to use.

ILO will require others who request access to this information to agree to use it for research purposes only and not to share this information with anyone else. In this way, we hope to ensure that others may benefit from the responses you provide, without risking your privacy.

The FGD is expected to take about 60 minutes.

Do you have any questions? You may ask questions at any time. If you have questions or concerns about the research after we leave today, you can contact the evaluation manager – Mr. Theerawich Tanprasert (tanprasert@ilo.org)

Interview date and location:

Interviewer:

Title(s):

Names of FGD members:

Gender breakdown of members: M% and F%

Key Questions

1. Is the project meeting your needs and expectations?
2. What is the best thing about the project/intervention you are involved with? What do you think you benefit the most from the project?
3. What is the one thing that is not going well? What would you suggest needs to be done to fix this issues?
4. What change, positive and negative, has been observed in relation to livelihood, job creation and employment, poverty, access to water, and other relevant aspects covered by the project?
5. In your view, how likely these benefits will remain after the project? What would be needed to sustain the benefits?

Any additional comments or feedback?

Annex 7: Project Logframe and Theory of Change

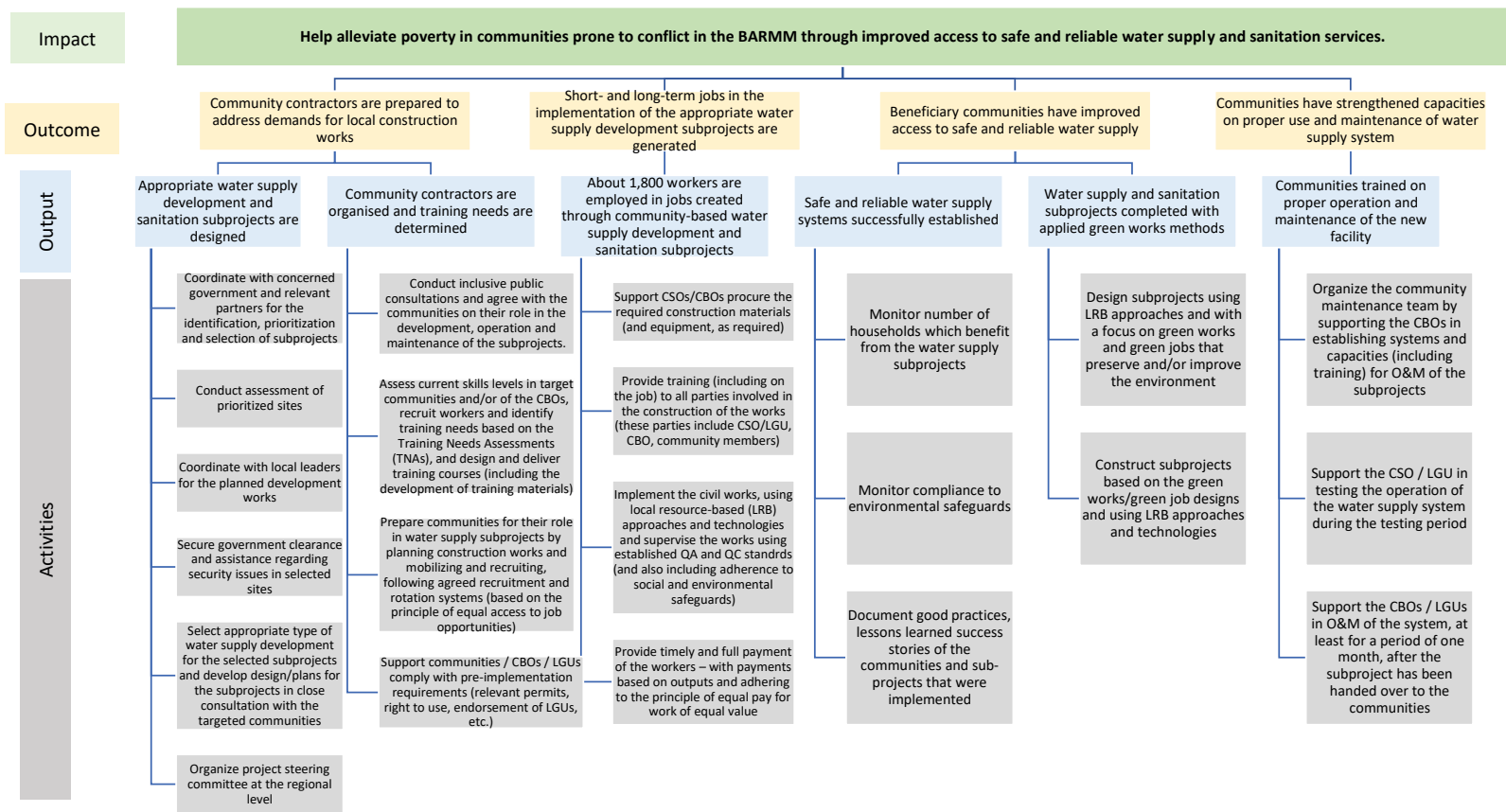
Beneficiaries: Communities in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), Philippines
Project title: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project duration: <u>12 months</u>
Impact (Development Objective): The Project will help alleviate poverty in communities prone to conflict in the Bangsamoro Autonomous Region in Muslim Mindanao through improved access to safe and reliable water supply and sanitation services.

Project structure	Indicators	Means of verification	Assumptions
Project Outcome (Immediate Objectives) 01. Community contractors are prepared to address demands for local construction works	<ul style="list-style-type: none"> Water subprojects are maintained beyond the life of the project New local construction works are taken up by the community contractors 	<ul style="list-style-type: none"> Post project monitoring reports Local government reports 	<ul style="list-style-type: none"> Community leaders and members support the organizations to develop and maintain the water systems as well as implement new community infrastructure subprojects
Output 01.01. Appropriate water supply development and sanitation subprojects are designed for selected target sites	<ul style="list-style-type: none"> # water supply and sanitation subprojects designed appropriate water supply projects selected # of female and male participants during community consultations 	<ul style="list-style-type: none"> Field reports and snap shots Design/plans for appropriate water supply infrastructure subprojects 	<ul style="list-style-type: none"> Local governments agree and cooperate in the identification of sites for water supply development subprojects Beneficiary communities agree and support the identified water supply subprojects for their areas Security issues are cleared by national and local authorities
Activities			
01.01.01	Coordinate with concerned government entities, local organizations and government units for the identification and prioritization of the target sites		
01.01.02	Conduct assessment of target sites for biophysical characteristics, potential water source(s), local resources including construction materials and skills. Coordinate with local leaders for the planned development works		
01.01.03	Secure government clearance and assistance regarding security issues in the identified sites		

Project structure	Indicators	Means of verification	Assumptions
<p>01.01.04 Select appropriate water supply development project for the identified sites and develop design/plans for infra sub-projects</p>			
<p>Output 01.02. Community contractors are organized, and training needs are determined</p>	<ul style="list-style-type: none"> • # of community contractors organized • # of female/male participation in community consultations • Types of training determined based on training needs assessment (TNA) conducted • # of female/male attendees during TNA sessions 	<ul style="list-style-type: none"> • Registration papers of community-based organizations approved by relevant government institution such as the Department of Labor and Employment • Project staff reports on consultations • Reports on TNA 	<ul style="list-style-type: none"> • Local governments agree and cooperate in the organization of community contractors • Communities cooperate in the setting of community contractors and conduct of TNA • Communities have awareness of gender-based issues and are keen to address them
<p>Activities 01.02.01 Conduct public consultations and discuss the community’s role in the development, operation, and maintenance of the facility 01.02.02 Assess current skills level in target communities and identify training needs, design, and conduct courses to address skills gaps 01.02.03 Prepare the communities for their role in the water supply project.</p>			
<p>Project Outcome (Immediate Objectives) 02. Short- and long-term jobs in the implementation of the appropriate water supply development subprojects are generated</p>	<ul style="list-style-type: none"> • # of jobs generated through the development of water supply subprojects 	<ul style="list-style-type: none"> • Reports of community organizations 	<ul style="list-style-type: none"> • Trained workers do not leave the beneficiary community
<p>Output 02.01 About 1,800 workers are employed in jobs created through community-based water supply development and sanitation subprojects</p>	<ul style="list-style-type: none"> • # of female and male workers that are able to take on wage-paying jobs in community-based water supply projects (Target: 1,800, with at least 30% female) 	<ul style="list-style-type: none"> • Project staff monitoring reports • Reports of community organization and labour-based supervisors 	<ul style="list-style-type: none"> • Workers from the community are available to undergo on-site training and work in community water supply development subprojects • Local officials and community members agree to incorporate technologies and methods that will

Project structure	Indicators	Means of verification	Assumptions
			address environmental issues
Activities 02.01.01 Implement cash-for-work to clear and clean the identified sites 02.01.02 Develop local labour-based supervisors to oversee the implementation of simultaneous water supply development works 02.01.03 Conduct and closely supervise hands-on on-site training for workers recruited from the target communities during actual construction work 02.01.04 If applicable, mobilize the workers to address environmental issues and concerns like installation of proper drainage systems, or use of bioswales and constructed wetlands			
Project Outcome (Immediate Objectives) 03. Beneficiary communities have improved access to safe and reliable water supply	<ul style="list-style-type: none"> Increase in the # of households that have access to safe and reliable water supply Reduction in time and/or cost of water collection in beneficiary communities 	<ul style="list-style-type: none"> Local government reports Reports of relevant National and BARMM ministries 	<ul style="list-style-type: none"> Community members agree on equitable use and maintenance of water supply subproject
Output 03.01 Safe and reliable water supply systems successfully established	<ul style="list-style-type: none"> # of water supply systems certified as safe by appropriate authorities 	<ul style="list-style-type: none"> Reports/findings of certification authorities Project reports 	<ul style="list-style-type: none"> Appropriate design utilized and successful implementation of water supply project by community contractor
Activities 03.01.01 Monitor number of households which are benefited by new water supply systems including appropriate environmental safeguards 03.01.02 Document good practices, lessons learned success stories of the communities and sub-projects that were implemented			
Output 03.02 Water supply and sanitation subprojects completed with applied green works methods	<ul style="list-style-type: none"> # of green jobs generated in the construction of water supply systems # and types of appropriate green 	<ul style="list-style-type: none"> Project reports Approved designs of water supply systems 	<ul style="list-style-type: none"> “Green jobs” and “green works” definitions and applications are appreciated by and agreed with local officials and communities.

Project structure	Indicators	Means of verification	Assumptions
	works implemented		
Activities 03.02.01 Identify possibilities for domestic wastewater harvesting disaster risk reduction and climate change adaptation measures 03.02.02 Implement appropriate green works* such as slope protection, natural drainage, and wastewater treatment management systems			
Project Outcome (Immediate Objectives) 04. Communities have strengthened capacities on proper use and maintenance of water supply system	<ul style="list-style-type: none"> # of communities that have established task teams to operate and maintain water supply systems 	<ul style="list-style-type: none"> Project reports Reports of local communities and authorities 	<ul style="list-style-type: none"> Community members cooperate and take on corresponding tasks to operate and maintain the new water supply systems
Output 04.01 Communities trained on proper operation and maintenance of the new facility	<ul style="list-style-type: none"> # of community members trained on the operation and maintenance of new water supply facilities 	<ul style="list-style-type: none"> Project reports Reports of local communities and authorities 	<ul style="list-style-type: none"> Community members are able to participate in relevant trainings to acquire capacity to operate and maintain the new water supply facilities.
Activities 04.01.01 Organize the community maintenance team 04.01.02 Test the water supply system and address operation and maintenance issues before turning the facility over to the beneficiaries 04.01.03 Turn over the water supply system to the beneficiaries			



COVID 19

BARMM Transition after signing of peace agreement

Annex 8: Good Practices and Lessons Learned

Good Practices

ILO Emerging Good Practice Template Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022	
GP Element: The time invested initially in working with communities/beneficiaries to build trust, explain interventions and strengthen ownership through employment and oversight of maintenance work and management decisions.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Infrastructure provision generally focuses on the delivery of physical outputs and products that are to be used and applied. Often the consultation component receives less attention that required, and assumptions are made as how the infrastructure is to be utilised and maintained. To promote longer-term sustainability, awareness is required along with strategies to maintain and enhance the actual physical output.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	All projects involving community-based development require high degrees of consultation and awareness raising. Without local ownership and involvement it is highly likely that infrastructure will ultimately deteriorate and fail. Projects should invest sufficient time in explaining approaches, building confidence in ownership and engage local communities in the building and maintenance of all infrastructure.
Establish a clear cause-effect relationship	Infrastructure is an output. For it to transition to an outcome and have impact upon people's lives, it needs to be grounded in local ownership. That is where outcomes are realised and changes to health, employment and community engagement are realised through investing time to build ownership and responsibility.
Indicate measurable impact and targeted beneficiaries	The provision of infrastructure in itself is a measurable result. However health outcomes through clean water and also associated employment benefits can also be measured and realised as a result of the provision of infrastructure.
Potential for replication and by whom	The approach to consultation and engagement is simple to replicate but often not fully applied. The project has provided a model that has proven itself successful in investing time from the outset to explain approaches and build ownership. It is important to note that this is not a one-off process but requires on-going input and support.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The approach of community engagement and consultation underpins all strategies applied by the ILO as it establishes a foundation for the promotion of decent work and supporting the rights of workers (and communities).
Other documents or relevant comments	This approach should be documented in all EIIP documents and guidelines as a model to apply in other projects.

ILO Emerging Good Practice Template Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022	
GP Element: The application and utilisation of local Labour-Based Approaches (LBA), coupled with the engagement of IPs and community contractors established a stronger based for sustainability than what would have been realised through traditional forms of infrastructure provision. The approach not only built the capacity of local workers and beneficiaries but also enabled the project to continue even with the ILO Project Team not being able to physically monitor sites on a regular basis.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Often infrastructure is provided through the use of external consultants or workers. This is often due to the complexity and size of infrastructure. However, the use of community workers where infrastructure is to be provided is important as a means of promoting ownership, employment, and capacity. The use of supervision consultants (IPs) who provide overall support is also a good move as it promotes a verification and oversight mechanism

Relevant conditions and context: limitations or advice in terms of applicability and replicability	LBA are a core foundation of the ILOs work through EIIP. This has been replicated on other EIIP projects and has been instrumental in providing capacity, employment, and economic benefit. It also aides in sustainability and ownership. The only limitation is that work is often short term and bounded by requirements that limit on-going engagement despite strong demand.
Establish a clear cause-effect relationship	LBA approaches provide opportunities to earn income which in turn has economic benefits for communities as it allows for the investment and use of funds for household expenditures and also in investing in additional employment and business opportunities.
Indicate measurable impact and targeted beneficiaries	The immediate impact is employment which in turn generates additional income. Target beneficiaries are community workers who are engaged to support the work.
Potential for replication and by whom	LBA are a core component of EIIP, and the approach is already replicated on all EIIP projects. The key focus is to ensure the “quality” of work is maintained and employment is not just created for the purposes of counting numbers/workers etc.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	LBA link to all ILO strategies, with particularly emphasis on DWCP strategies.
Other documents or relevant comments	This approach should be reviewed and updated in all EIIP documents and guidelines as a model to apply in other projects.

ILO Emerging Good Practice Template	
Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao	
Project TC: PHL/18/04/JPN	
Name of Evaluator: Ty Morrissey	
Date: 5 March 2022	
GP Element: The application of labour and employment standards were applied and adhered to during implementation. Workers were provided with standard wage rates, social protection coverage, OSH trainings and safety equipment, and other related skills training for the construction and maintenance of the water systems (technical and business planning). This approach raised the awareness and appreciation of workers of their rights to decent work and pay and their dignity. The standard wage rate was the highest pay received by workers and provided a basis for some workers to use as leverage/capital for other small businesses. It also serves as a model for other projects to be implemented in BARM.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Training and community support are useful and good practices. However the application of standards, guidelines and formalised approaches ensure a level of quality is maintained . It also allows for institutionalisation and sustainability as tools and approaches can continue to be applied long-after the project is complete. The approaches can also be replicated on other development interventions. Even those that are funded outside ILO sources.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	Tools and guidelines can be applied anywhere. What is important is that these instruments are contextualised and refined to fit local conditions and approaches. It is important that integrity in the tools is maintained.
Establish a clear cause-effect relationship	The use of labour and employment standards has a direct influence on the quality of training and capacity development. When institutionalised, the approaches have the opportunity for further impact as they can be applied across all interventions in the region.
Indicate measurable impact and targeted beneficiaries	The immediate impact is upon the quality of training delivered. Beneficiaries benefit from the use of practical and tested approaches underpinned by appropriate standards.
Potential for replication and by whom	The application of labour and employment standards can be replicated in all projects, and it is a foundation of the ILOs approach to work and project implementation and management.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The approaches underpin all aspects of the ILOs work, particularly through the DWCP agenda.
Other documents or relevant comments	Ensure that DWCP strategies are regularly updated, and standards and guidelines reviewed and updated as required.

ILO Emerging Good Practice Template Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022	
GP Element: The use of a locally engaged project team led by a project manager from the region serves as an effective demonstration and model for other EIIP projects. External consultants or advisers do not have the access, relationships, or networks. The use of locally engaged staff and management is effective, efficient, and sustainable. It also helps to develop local leadership and project management skills.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Projects tend to rely on international and external expertise for key positions, namely the CTA. However given the context and location of the project, the use of locally engaged staff on all positions has been of benefit. BARMM is a complex environment and having local staff who understand context, have existing networks, and can build trust and relationships with key stakeholders serves as a useful model on other EIIP projects.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The BARMM region is a complex one both politically and culturally. The use of locally engaged staff is of benefit in this context. This has also become more apparent with COVID-19 and associated travel restrictions. Local staff are able to adapt more readily and also have access to communities and stakeholders that would not be available if the team was recruited externally.
Establish a clear cause-effect relationship	The impact is upon the ability to deliver the project in a timely and cost-effective manner. It also provides an opportunity to build the capacity and experience of local leaders and technical staff.
Indicate measurable impact and targeted beneficiaries	The immediate impact is difficult to measure but when considered across the project it is evident that locally engaged staff and IPs have had a direct impact on the ability of the project to deliver assistance and support in a timely manner.
Potential for replication and by whom	There is strong scope for replication on other EIIP projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The approach supports and underpins all relevant ILO strategies and policies, particularly the DWCP.
Other documents or relevant comments	N/A

ILO Emerging Good Practice Template Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022	
GP Element: Development of O&M plans are a key implementation and management tool and support the transition of ownership and management. They provide documented approaches supported by training an awareness that ensure longer-term sustainability and functionality of infrastructure.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	For infrastructure to be sustainable, it is important that it is maintained in a manner that ensures it continues. Maintenance underpins all aspects of infrastructure and is a cost-effective and appropriate way to ensure long-term use and sustainability.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	O&M plans are simple, context-specific ways to ensure maintenance is applied. It provides guidance and structure to participating communities and beneficiaries. The key context factor is the ability of communities and beneficiaries to understand, accept and apply the O&M plan.
Establish a clear cause-effect relationship	O&M plans have a direct correlation between infrastructure and its long-term use and sustainability.
Indicate measurable impact and targeted beneficiaries	The measurable impacts are the duration that infrastructure lasts and also the benefits that it provides in terms of health outcomes and possible employment.

Potential for replication and by whom	O&M plans should be included on all EIP projects and is a simple cost-effective way to build engagement with communities and support maintenance approaches.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Links specifically to EIP documentation and strategies as well as work provided through the DWCP.
Other documents or relevant comments	N/A

Lessons Learned

Lesson No.1 Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
Projects operating in complex environments require a significant amount of time and investment to build awareness, seeks engagement and ultimately promote ownership. There is also scope as part of community engagement to address existing issues that underpin social tension. While this is ultimately a community responsibility, projects should seek to reduce elements of tension and promote peaceful engagement and support.	
Brief description of lesson learned (link to specific action or task)	As indicated in the good practices section, there is Significant benefit in investing considerable time upfront to work with communities to explain project interventions, discuss management responsibilities and plan and consult on context specific approaches to deliver products. It is also important that infrastructure does not create or exacerbate existing social tension.
Context and any related preconditions	Communities and beneficiaries need to want to engage. Without community engagement, project work will not progress. Tensions need to be addressed and discussed upfront to ensure that the project does not contribute to further inflation of social tensions.
Targeted users / Beneficiaries	Community members need to be involved and social structures need to be aligned. This requires discussion and dialogue, particularly in relation to overall oversight and management of infrastructure.
Challenges /negative lessons - Causal factors	The only potential negative lesson is that infrastructure creates or contributes to existing tensions.
Success / Positive Issues - Causal factors	Building awareness strengthens capacity and confidence which in turns leads to better engagement and support of infrastructure assets.
ILO Administrative Issues (staff, resources, design, implementation)	Approach to communities should be replicated and all projects should allow for engagement during inception phases to ensure the project is understood and there is buy-in and engagement from stakeholders. Also important to note that the approach is not a one-off situation but rather it is an on-going process.

Lesson No.2 Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
For O&M to be sustainable, there is a need for on-going technical support to document and institutionalise support within LGUs. Communities cannot be expected to maintain infrastructure into the long-term and require government intervention and support. This is a government responsibility Lack of such services results in increased inequalities which is a common source of civil unrest.	

Brief description of lesson learned (link to specific action or task)	Community engagement is important but for it to be sustained there needs to be buy-in and support from government stakeholders and counterparts. This is of particular importance in terms of the provision of funding and technical support to complement the funds raised through community contributions. It also links to the importance of having manuals, tools and guidelines institutionalised within government structures so that they are formally utilised and applied.
Context and any related preconditions	The key contextual factor is the political willingness to engage and provide support. Often political contexts focus on short-term measures based around populist decisions and elections. Political decisions should be made for the longer-term, particularly around supporting infrastructure. It requires long-term planning and support.
Targeted users / Beneficiaries	The main users are communities and also the political institutions and individuals that support them.
Challenges /negative lessons - Causal factors	The negative aspect is the political influence around decisions and options for funding.
Success / Positive Issues - Causal factors	The opportunity for communities and government stakeholders to work in partnership to ensure infrastructure is utilised appropriately and that it supports development and peace initiatives in the region.
ILO Administrative Issues (staff, resources, design, implementation)	ILO should continuously monitor the context and ensure relationships and engagements with all stakeholders are positive and neutral. It is also important to promote options for partnership and to demonstrate effectiveness through social dialogue and awareness raising.

Lesson No.3

Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao

Project TC: PHL/18/04/JPN

Name of Evaluator: Ty Morrissey

Date: 5 March 2022

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

Completed guidelines, tools and manuals coupled with training and technical support are critical to promote sustainability and ownership. Without formalised documents, it is difficult for government entities to maintain support.

Brief description of lesson learned (link to specific action or task)	Training, engagement, and consultation are important components but the guidelines, tools and standards that underpin them are also important, particularly in having these formally adopted and applied. The formalisation and institutionalisation of these documents demonstrates commitment by government to support and engage for the longer term.
Context and any related preconditions	The onus is primarily on the project team to have all documentation prepared and updated. It is also important to commence the process early in implementation phases so as to allow for sufficient time to socialise and train relevant counterparts.
Targeted users / Beneficiaries	The main users are government counterparts and institutions but ultimately in the longer-term it is about improved service delivery to communities and beneficiaries.
Challenges /negative lessons - Causal factors	The negative aspect is that insufficient time is provided to work with government to raise awareness and socialise. This leads to a higher degree of non-acceptance. It is also dependent upon the government to be open to accepting changes and to ensure systems are aligned and adjusted to reflect the new ways of working.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	

Lesson No.4 Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
In building the capacity and supporting IPs and community contractors/CBO's it is important to consider the absorptive capacity of these, particularly as they relate to project and financial management. A structured approach to training and capacity development is required over an extended period to allow time for adoption, application, and learning.	
Brief description of lesson learned (link to specific action or task)	Capacity building, training and institutional support are important. However, often overlooked is the ability (and willingness) of beneficiaries and target groups to be able to absorb and utilise the information and knowledge. EIP projects tend to have a lot of training and capacity building elements which are all important, but time is required to detail these, and, in some cases, it takes time away from other important implementation arrangements.
Context and any related preconditions	Training and capacity development should be carefully planned and structured in the inception phase to allow time not only for training but also a workplan to ensure training is provided in a structured and targeted manner alongside implementation of works.
Targeted users / Beneficiaries	The main target are beneficiaries, contractors, and IPs.
Challenges /negative lessons - Causal factors	The main negative is the time available to implement and support the process.
Success / Positive Issues - Causal factors	The success factor is that target groups have been exposed to a range of formal training underpinned by standards and guidelines. Of particular importance is the application of OSH training into the process.
ILO Administrative Issues (staff, resources, design, implementation)	Main issue is around planning and timing, particularly during the design process.

Lesson No.5 Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
Locally engaged staff who are familiar with the context and have local knowledge and experience are essential when dealing with communities and government. Externally engaged staff would not be as effective.	
Brief description of lesson learned (link to specific action or task)	As discussed in good practices section, the use of a locally engaged team has had significant benefits in the context of implementation. The key lesson is that where possible, project implementation teams should have a majority of staff and consultants who are from the regions where they live and work.
Context and any related preconditions	BARMM is a politically sensitive area that requires deep understanding of context and culture. External staff would not have the network, partnerships and relationships required to navigate the complex environment.
Targeted users / Beneficiaries	Main target is the ILO as it puts together teams for implementation. It is a priority in fragile and security sensitive regions.
Challenges /negative lessons - Causal factors	Challenge is to find suitably qualified staff, particularly for technical vocations such as engineering.
Success / Positive Issues - Causal factors	The main positive is that project implementation is supported, and it is also an opportunity to develop and promote national staff and consultants for future employment within the ILO and on other projects in the region (or potentially internationally on other EIP interventions).

ILO Administrative Issues (staff, resources, implementation)	ILO should review its recruitment processes in light of this lesson and seek where possible to utilise and engage national consultants and team members.
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Lesson No.6 Project: Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao Project TC: PHL/18/04/JPN Name of Evaluator: Ty Morrissey Date: 5 March 2022 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
Barangay/community leadership is critical for long-term sustainability. A “leading by example” approach has worked as it enables for the formation of trust and buy-in of community representatives and worked. LGU support as well and LGU commitment to maintenance and financing is also crucial for sustainability.	
Brief description of lesson learned (link to specific action or task)	Similar to the lesson above, local leadership structures are vitally important as a means to coordinate beneficiaries and provide useful oversight and management. Without the active engagement of local and community leaders, it is difficult to see infrastructure lasting for the longer-term, LGUs are an importance interface between communities and BARRM ministries (MOLE).
Context and any related preconditions	The main contextual factor is the availability and willing ness of local leaders to play and role and be engaged.
Targeted users / Beneficiaries	Local leadership and LGUs are the main target groups. Training and socialisation are required for these groups just as much as the support provided to communities and beneficiaries.
Challenges /negative lessons - Causal factors	Challenges are that LGUs, and local leaders do not actively engage or ensure infrastrcuute is built into plans and priorities (in terms of on-going maintenance)
Success / Positive Issues - Causal factors	Success is that LGUs and local leaders are highly influential and there is opportunity to leverage support off communities through active engagement and support. This strategy allows for better development and also in promoting peace and reducing social tensions.
ILO Administrative Issues (staff, resources, design, implementation)	ILO to ensure all training manuals and approaches cover local leaders as well as target beneficiaries.