

GUIDANCE NOTE ON THE INTEGRATION OF WATER ACCESS, SANITATION AND HYGIENE (WASH) IN THE THREE CORE PROGRAMS OF THE DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT

I. Rationale and Background

The Right to Water and Sanitation

The United Nations explicitly recognized the human right to water and sanitation and acknowledged that clean drinking water and sanitation are essential to the realisation of all human rights¹. Despite this, access to basic and safe sanitation remains a problem for millions of households in the Philippines, which has terrible consequences on population health, education, economic and social development. DSWD, with the help of World Bank – Water and Sanitation Program, aims to put an end to the practice of open defecation (OD) within urban and rural communities by educating them about its social, sanitary, security and developmental implications.

The Philippine Sustainable Sanitation Roadmap prepared under the leadership of the Department of Health envisions improved basic sanitation coverage in 92 priority cities/provinces by ensuring that at least 85% of the population have sanitary toilets. This entails cooperation among government agencies including the Department of Health (DOH), Education (DepEd), Interior and Local Government (DILG), Agrarian Reform (DAR), Social Welfare and Development (DSWD), Environment and Natural Resources (DENR), Agriculture (DA), Tourism (DOT), National Housing Authority (NHA), and Local Water Utilities Administration (LWUA), by having clear sanitation policies, plans, and programs consistent with the sanitation roadmap. This engagement will be one of the various platforms through which this is hoped to be realized.

WASH in DSWD

Water Access, Sanitation and Hygiene (WASH) serves as a priority of the Department, and a clear indication of which is its inclusion in the Department's Social Welfare and Development Indicators (SWDI) whereby the family's access to sanitary toilet facilities is taken into account, as a sub-component on Water and Sanitation, under the component on Social Adequacy. 2014 results of the Social Welfare Indicator (SWI) show that there are 584,373 households still on level 1 (i.e. has no access to toilet facilities)².

The three core programs of DSWD namely the Pantawid Pamilyang Pilipino Program (Pantawid Pamilya), Sustainable Livelihood Program (SLP), and Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services-National Community-Driven Development Program (KC-NCDDP), supports the integration of WASH with the assistance of World Bank – Water and Sanitation Program (WB-WSP) to improve understanding on providing access to Sanitation to the poor and vulnerable sectors of our society. Through complementation of resources, this initiative seeks to address one key issue that will have a positive impact on the attainment of the Department's strategic goal on improving the level of well-being of 2.3 million Pantawid Pamilya participants.

¹On 28 July 2010, through Resolution 64/292, the United Nations General Assembly explicitly recognized the human right to water and sanitation and acknowledged that clean drinking water and sanitation are essential to the realisation of all human rights

²Magnitude of Pantawid Pamilya HHs in Level 1 per SWDI Subcomponent, 2014

1.1 Department of Social Welfare and Development

1.1.1 Pantawid Pamilyang Pilipino Program

The Pantawid Pamilyang Pilipino Program (Pantawid Pamilya) or the Philippines' Conditional Cash Transfer (CCT) program, is a human capital investment program on health and education which provides cash grants to poor households with children 0-18 years old to support their education, and/or pregnant women so they may avail of necessary health services. This supports the policy of the state to promote social justice, raising standard of living and improved quality of life for all.

1.1.2 Sustainable Livelihood Program

The Sustainable Livelihood Program (SLP) is a community-based capacity building program that seeks to improve the program participants' socio-economic status. It is implemented through the Community Driven Enterprise Development approach, which equips program participants to actively contribute to production and labor markets by looking at available resources and accessible markets.

1.1.3 KC – NCDDP

Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services-National Community-Driven Development Program (KC-NCDDP), is the expansion into a national scale of operations of the community-driven development (CDD) approach, a globally recognized strategy for achieving service delivery, poverty reduction, and good governance outcomes. These are realised by helping communities identify challenges in their locality, and making informed decisions on a range of locally identified options for development.

1.2 World Bank

1.2.1 Water and Sanitation Program

The Water and Sanitation Program (WSP) is a multi-donor partnership, part of the World Bank Group's Water Global Practice, supporting poor people in obtaining affordable, safe, and sustainable access to water and sanitation services.

The WSP works directly with client governments at the local and national level in 25 countries, including the Philippines.

II. Objectives

This document intends to provide guidance on the integration of Water and Sanitation and Hygiene (WASH) in the three core programs of the Department of Social Welfare and Development (DSWD). The initiative aims to achieve Zero Open Defecation (ZOD) in identified key municipalities and cities. More specifically, this guidance note is issued to:

- Promote appreciation of the WASH initiatives, as contributory to the achievement of the Department's Strategic Goal on improving the level of well-being of 2.3 million PantawidPamilya families

- Provide practical guidance to the Field Offices, who are enjoined to integrate WASH in the operations of the three core programs, primarily through the Municipal Action Team (MAT)
- Establish the importance of WASH among identified communities through Family Development Sessions (FDS), and promote ownership of local projects through the involvement of community members in the planning and decision-making
- Link participants to available resources offered within and outside the Department

III. Definition of Terms

Behavioural Change Communication (BCC)

an interactive process of any intervention with individuals, communities and/or societies (as integrated with an overall program) to develop communication strategies to promote positive behaviours which are appropriate to their settings.

Bottom-Up Budgeting (BuB)

an approach to preparing the budget proposal of government agencies, taking into consideration the development needs of cities/municipalities as identified in their respective local poverty reduction action plans that shall be formulated with strong participation of basic sector organizations and other civil society organizations.

Community-Led Total Sanitation (CLTS)

an innovative methodology for mobilizing communities to completely eliminate open defecation, by engaging the community to conduct their own appraisal and analysis of OD and take action

Family Development Session (FDS)

monthly session where topics that promote responsible parenthood, community participation, and human rights, to help sustain the gains received through Pantawid Pamilya and other programs of the Department; FDS forms part of the conditions that need to be met for the families to receive grants through Pantawid Pamilya

Participatory Situation Analysis

a process through which problems and needs in the community are identified and analyzed, leading to a criteria-based identification and prioritization of proposed solutions in the barangay

Sanitation

a clean, private environment, as well as knowledge and understanding about the connection between hygiene and disease; “sanitation generally refers to the provision of facilities and services for the safe disposal of human urine and feces”

Scaling Up Rural Sanitation (SURS)

Please define

School Led Total Sanitation (SLTS)

Please define

Social Investigation

An activity under the Social Preparation stage of KC-NCDDP which allows the MAT through the Area Coordinator to gain familiarity with the conditions of the community, which shall be the basis for adapting the appropriate facilitation techniques

Social Welfare and Development Indicators (SWDI)

an assessment tool that describes the socio-economic conditions in a family and measures its level of functioning in terms of utilizing available internal and external resources to improve their quality of life

Zero Open Defecation (ZOD)
Please define

IV. Scope and Limitations

4.1 Coverage

4.1.1 Areas and Criteria for Site Selection

The initiative will be implemented in partnership with WB-WSP in twenty-seven (27) key municipalities in four (4) regions: IV-CALABARZON (Quezon), V (Camarines Norte, Camarines Sur, Masbate), VII (Bohol, Cebu, Negros Oriental), and VIII (Biliran, Eastern Samar, Leyte) covering approximately over 70,000 Pantawid Pamilya households. The areas were primarily chosen using the following criteria:

- Regions –top four(4) regions with the highest incidence of households without access to sanitary toilet facilities and safe water based on SWI results
- Municipalities
 - 30% or greater incidence of households without access to toilet facilities
 - 25% or greater incidence of households without access to safe water

While the above indicates target municipalities chosen in partnership with WB-WSP, these guidelines are intended for the use of all regions, to ensure that the problem on sanitation and water are addressed on a national scale.

4.1.2 Eligibility

Poor members of the community who have no access to sanitation are eligible for direct assistance. Eligibility requirements of the three core programs shall be taken into consideration (i.e. for KC-NCDDP, barangays identified for subproject implementation, or for SLP, participants eligible to receive Skills Training based on profiling). Pantawid Pamilya participants will be given priority for the assistance.

4.2 Duration of Engagement

The engagement shall run from January 2015 to December 2016 (two years), covering three phases: Preparatory Phase (policy and materials development), Learning Phase (intensive handholding, process building and standardization) and Universalization Phase (rollout)

4.3 Types of Projects Supported

The types of projects supported will be aligned with the interventions provided through the three core programs, including (but not limited to):

- Advocacy and awareness raising through Family Development Sessions
- Infrastructure projects (water systems, sanitary toilets, sanitation facilities)

- Financial assistance for enterprise start-up
- Resource complementation for workforce mobilization through cash for work
- Skills training on construction-related fields, and others

Refer to *Annex A - WASH Integration in 3 Programs – Summary of Interventions* for a summary of interventions that may be provided through each of the 3 programs.

V. Institutional Arrangements, Organizational Structure and Process Design

5.1 Institutional Arrangements

5.1.1 DSWD

- 5.1.1.1 Issue necessary instruments (Memorandum, Guidance Note, among others) to lay down details on the steps to be taken for the full integration of WASH in the Department's three core programs
- 5.1.1.2 Identify areas of implementation (at the barangay level) upon consideration of the criteria jointly developed with WB-WSP
- 5.1.1.3 Identify and organize Pantwid Pamilya participants for the proposed projects
- 5.1.1.4 Complement resources needed throughout the implementation of WASH (i.e. manpower mobilization for field implementation, and funding for projects through existing program modalities, among others)
- 5.1.1.5 Jointly monitor operations and field implementation

5.1.2 WB-WSP

- 5.1.2.1 Share knowledge and expertise on WASH
- 5.1.2.2 Convene external stakeholders who may contribute during the planning, implementation and monitoring stages of project implementation
- 5.1.2.3 Develop, produce and distribute Information, Education and Communication (IEC) materials on WASH including capsule proposals, and advocacy materials for the consumption of LGUs, Field Implementers (MAT members), and the participants (households)
- 5.1.2.4 Conduct training on WASH guidelines and implementation involving concerned agencies, WASH technical working groups, and the field implementers of DSWD
- 5.1.2.5 Complement resources needed throughout the implementation of WASH (i.e. conduct of WASH monitoring and process review, regular meetings, orientation, and production and dissemination of IEC materials, among others)

5.1.2.6 Jointly monitor operations and field implementation, and contribute to the evaluation process by engaging research (academic) institutions for the analysis and interpretation of data gathered

5.2 Organizational Structure and Levels of Coordination

5.2.1 National Inter-Agency for Rural Sanitation Technical Working Group

A National Inter-Agency for Rural Sanitation Technical Working Group composed of different government agencies including DO and DSWD shall be the primary platform for coordination with other agencies at the national level. The group shall likewise be in-charge of the development and issuance of necessary instruments (i.e. Joint Memorandum Circular, Department Order, etc.) needed to support the implementation of WASH initiatives.

5.2.2 WASH Technical Working Group

Also at the national level, a WASH Technical Working Group shall be convened through a special order, composed of representatives from the following offices: WB-WSP, Pantawid Pamilya, SLP, KALAHI-CIDSS NCDDP, and the Office of the Assistant Secretary for Promotive Programs. The group shall be charged with the primary task of guiding field offices on the overall implementation of WASH in the three programs.

5.2.3 Municipal Inter-Agency Committee (MIAC)

The MIAC shall be the primary platform to ensure that WASH initiatives are complementary to and in synchronicity with on-going projects of other agencies at the municipal level.

5.2.4 Municipal Action Team (MAT)

Being both the catalyst and characterization of convergence at the municipal level, the MAT, composed of the Municipal (City) Link from Pantawid Pamilya, Project Development Officer from SLP and Area Coordinator from KC-NCDDP, shall take the lead in ensuring that the WASH initiatives are integrated in the three core programs through direct implementation on the field.

VI. Implementation Process Design

Refer to *Annex B – Implementation Process Design* for an illustration of the flow of implementation

6.1 Baseline Data Gathering, Profiling and Mapping

As an initial step, the MAT should gather baseline data on WASH by looking at available primary and secondary data in the community, including those available at the regional office³. Simultaneously, the MAT should conduct profiling of possible participants for the projects, and map out various opportunities and avenues through

³The Regional Project Management Offices of the three core programs should make available data and references on WASH, including but not limited to: Guidelines on WASH, training modules (for FDS), templates (for project proposals), presentation materials, and IEC materials, among others

which WASH interventions may be integrated in the DSWD activities. Some possible data sources include:

- Local Government Unit (Municipal Health Office / Rural Health Unit)
- Social Investigation Results (KC-NCDDP)
- Social Welfare and Development Indicators (component on Sanitation)

Upon reviewing all the data gathered by the MAT, they shall then develop a Behaviour Change Communication (BCC) plan integrating the objectives of the WASH interventions.

6.2 Awareness Raising and Generating Buy-In

The BCC plan shall be the springboard for increasing awareness of targeted program participants on the WASH initiative. This should be communicated to the target audience through the various activities of the three core programs, which involve convening the community for orientation and consultations.

6.2.1 Family Development Sessions

One important and unique component of the Conditional Cash Transfer (CCT) in the Philippines is the conduct of monthly family Development Sessions (FDS), which forms part of the conditions for the continuous receipt of grants by program participants. The main goal of the FDS is to enable household participants to become more responsive and active in performing their parental and familial roles and responsibilities, particularly to the health, nutrition, education and psychosocial needs of their children 0-14 years old, thus, helping them to comply with the conditions of the program. The FDS also aims to promote community participation and involvement in special activities on the promotion and advocacy of human rights and welfare and other family enrichment activities at the municipal and/or barangay level.

The FDS will be one of the avenues through which the participants targeted for WASH interventions will be oriented on the importance of addressing health and sanitation issues within the community. This will be through the conduct of Enhanced Family Development Sessions (EFDS) module on Sanitation, whereby Community Led Total Sanitation (CLTS) and Behavioural Change Communication (BCC) have been incorporated with help from WB-WSP.

6.2.2 Community Consultation and Barangay Assembly

Community consultations done primarily in KC-NCDDP and SLP, is another venue through which participants may be informed of WASH.

For KC-NCDDP, the Community Empowerment Facilitator (CEF) should be able to surface health and sanitation issues during the 1st Barangay Assembly (BA) and Participatory Situation Analysis (PSA), which are then matched against the LGU's Programs, Projects, and Activities (PPAs). The Area Coordinating Team (ACT) should then be able to incorporate the proposed health and sanitation sub-projects in the Barangay Action Plan (BAP). If the issue on health and sanitation is pronounced in the municipality, the ACT may facilitate the inclusion of health and sanitation as one of the criteria during the Municipal Inter-Barangay Forum (MIBF).

For SLP, a brief orientation on WASH should be conducted by the PDO among the Community Core Group (CCG) members, who may then advocate for the inclusion of projects pertaining to WASH among targeted program participants.

6.2.3 Consultation with Community Leaders

Community leaders should be consulted in the process, and may likewise be empowered to become ambassadors and advocates of WASH. Consultation conducted by the MAT may be in the form of Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), and should include a review of secondary data including LGU plans⁴.

6.3 Planning and Resource Mobilization

Once the community and targeted program participants have been consulted and oriented on WASH, and assuming that the community gains an increased appreciation of WASH, the MAT proceeds in including identified projects in the MAT plan. The identified projects may be funded through various channels enumerated below.

6.3.1 KALAHI CIDSS - NCDDP

Following the community driven development approach, if the community decides to propose the development of sanitary (toilet) facilities in the barangay, the Technical Facilitator (TF) should provide technical assistance in the preparation of proposals during the Project Development Workshop. The ACTs should coordinate with the ML and PDO, to possibly tap enterprise groups who can provide the raw materials needed for the construction of facilities, or construction groups who can partake in the actual construction as part of the labor force.

In cases of non-prioritized health and sanitation sub-projects, these should be incorporated in the LPRAP, and/or be linked to other funding sources.

6.3.2 Sustainable Livelihood Program

In the interest of ensuring that the sanitation facilities that will benefit the community are established, the SLP may contribute in terms of building the capacity of community members as prime movers of their articulated needs. More specifically, SLP can provide training and short-term wage employment to community members who may form part of the labor force needed in the construction of sanitary facilities. The community members may draft a proposal with the help of the Project Development Officer, which will be submitted to and reviewed by the concerned Field Office.

6.3.2.1 Skills Training

Memorandum Circular 11 series of 2014, otherwise known as the *Enhanced Guidelines on the Implementation of SLP* defines *Skills Training* as a capacity building strategy that aims to prepare participants in their chosen livelihood under both tracks of the SLP – Microenterprise Development and Employment Facilitation. The

⁴ Municipal Development Plan, Local Poverty Reduction Action Plan

strategy may likewise be implemented for and among SLP participants who are already engaged in income-generating activities (i.e. currently employed, or running his/her own enterprise), but need further enhancement of skills for higher productivity and/or profitability, leading to economic sufficiency.

The *Skills Training Fund* is a grant amount to be utilized for the acquisition of technical skills, knowledge, and other inputs necessary in managing livelihoods and achieving gainful employment. The Skills Training Fund grant per participant may cover the following components: (a) skills training fee, (b) transportation allowance, and (c) other incidental fees to the training.

6.3.2.2 Cash for Building Livelihood Assets

CBLA is a strategy in developing physical and natural assets to increase livelihood gains which is implemented through short-term community mobilization activities that provides an allowance that is equivalent to 75% of the prevailing daily regional wage; the establishment or rehabilitation of common service facilities within the community to increase production as well as the viability of the program participants' enterprise and CBLA also serves as a skills training activity for the participants which could increase their employability given their work experience

6.3.3 Bottom-Up Budgeting

Projects may also be funded by following the Bottom-Up Budgeting (BuB) process, particularly in cities/municipalities that have not yet participated in Kalahi CIDSS-NCDDP.

6.3.4 Partnerships

The nature of the strategy necessitates engagement with partners who are equipped with the expertise in delivering the services required by the community. Partners include National Government Agencies (NGAs), Local Government Units (LGUs), Civil Society Organizations (CSOs) and private sector partners. Following a holistic and results-driven approach, several partners catering to the same group of participants may be tapped to ensure desired outcomes are met.

6.4 Monitoring and Evaluation

Refer to *Annex C – WASH Theory of Change*, for the listing of activities leading to the envisioned outcomes for the integration of WASH in the three core programs.

VII. References

7.1 Water Access, Sanitation and Hygiene

- 7.1.1 United Nations Resolution 64/292 – The Right to Water and Sanitation
- 7.1.2 Presidential Decree No. 856 – Sanitation Code of the Philippines
- 7.1.3 Department of Environment and Natural Resources Administrative Order No. 2005-10 – Implementing Rules and Regulations of the Philippine Clean Water Act of 2004 (Republic Act No. 9275)

- 7.1.4 Department of Health Administrative Order 2010-0021 – Sustainable Sanitation as a National Policy and a National Priority Program of the Department of Health
- 7.1.5 Philippine Sustainable Sanitation Roadmap 2010

7.2 DSWD Issuances

7.2.1 Convergence

- 7.2.1.1 Memorandum Circular 18 series of 2012 – Guidelines on the Operationalization of Internal Convergence Among the 3 DSWD Core Social Protection Programs
- 7.2.1.2 Procedural Mechanics on the Operationalization of Convergence Strategy

7.2.2 Kalahi CIDSS-NCDDP

- 7.2.2.1 Standard Community Empowerment Activity Cycle Activity Matrix
- 7.2.2.2 Infrastructure Manual
- 7.2.2.3 Monitoring and Evaluation Sub-manual

7.2.3 Pantawid Pamilya Pilipino Program

- 7.2.3.1 Pantawid Pamilya Pilipino Program Operations Manual
- 7.2.3.2 Memorandum Circular 2 series of 2013 – Guidelines in the implementation of Family Development Sessions in the Pantawid Pamilyang Pilipino Program
- 7.2.3.3 FDS Modular Guide – Gabay sa Pagpapaunlad ng Pamilyang Pilipino

7.2.4 Sustainable Livelihood Program

- 7.2.4.1 Memorandum Circular 11 series of 2014 - Enhanced Guidelines on the Implementation of the Sustainable Livelihood Program
- 7.2.4.2 Guidance Note on the Provision of Livelihood Assistance through Cash for Building Livelihood Assistance
- 7.2.4.3 Guidance Note on the Provision of Livelihood Assistance through Skills Training
- 7.2.4.4 SLP Field Operations Manual

7.3 Annexes

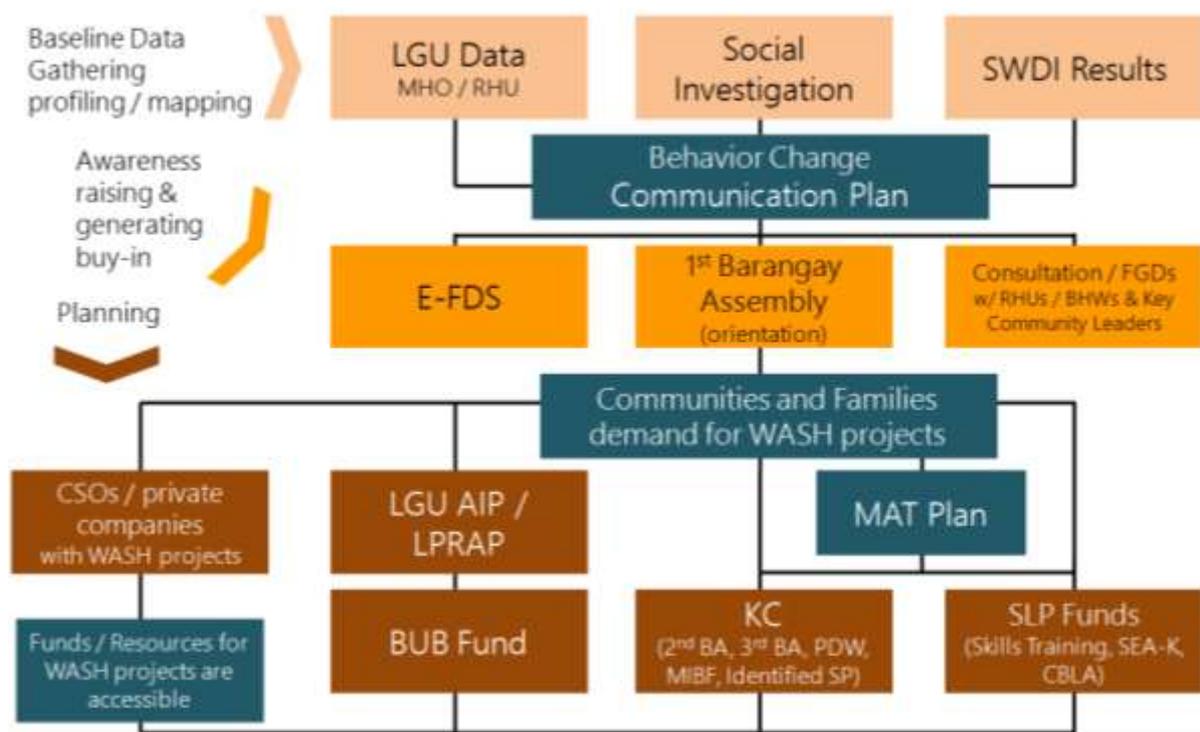
- 7.3.1 Annex A – WASH Integration in 3 Programs – Summary of Interventions
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Annex A – WASH Integration in 3 Programs – Summary of Interventions per Program



Annex B – WASH Implementation Process Design



Annex C – WASH Theory of Change

