September 2015

Core Shelter Assistance Program

A rapid assessment of its implementation in the Municipality of Peñablanca, Cagayan

Policy Development and Planning Bureau
MONITORING AND EVALUATION DIVISION

CORE SHELTER ASSISTANCE PROGRAM

A Rapid Assessment

I. INTRODUCTION

The Philippines is considered one of the most disaster prone countries in the world. In 2014, the Philippines has been visited by 19 tropical cyclones, based on PAGASA, causing various adverse effects in the country, particularly to the poor, vulnerable and marginalized families who not only endure the effect of the disasters but often lose their houses that could not cope up with the disasters' impact. On this note, these sectors of the country need assistance in restoring their normal lives as losing their houses exacerbates their poor situation. With this, the need to have a mechanism to deliver a post-disaster housing program is deemed necessary.

The Department of Social Welfare and Development (DSWD) recognized the need to address the problem of losing one's house brought by disaster via providing low-cost but resilient housing through the Core Shelter Assistance Program (CSAP). CSAP was designed to assist family-victims of disaster to acquire decent shelters through cash or material assistance. It was made available to family-victims whose houses were totally or partially destroyed by natural or human-induced disasters. Currently, there are three modes of assistance provided by CSAP, these are: Core Shelter Assistance, Modified Shelter Assistance and Emergency Shelter Assistance.

With more than 25 years of implementation, the need to assess the program, specifically, on how it is implemented, and detect its potential effects is vital. Given this, a rapid assessment of the program which will utilize mixed research methods, will be conducted.

II. ASSESSMENT OBJECTIVES

The main objective of the rapid assessment is to evaluate the effectiveness of the program implementation, particularly on targeting, adequacy of budget and quality of technical assistance needed for the project, among others. Specifically, the assessment intends to assess the following components of the program.

Program Components/ Indicators	Quality of beneficiary selection process
	Adequacy of social preparation
	Provision of technical assistance in Housing Construction
	Effectiveness of Core Houses Construction
	Work Dynamics and Interaction with NASA
	Current Conditions of Core Houses and Post Intervention Situation

III. METHODOLOGY

A. Assessment Design

The rapid assessment will utilize both quantitative and qualitative methods to assess the effectiveness the program's implementation and detect potential program effects. For the quantitative aspect, the study will involve application of relevant statistical methods and techniques to the data collected through conduct of survey. The qualitative part of the study will detect any possible program effect to the beneficiaries with possible findings not easily determined through conventional means.

Additionally, relevant statistical analysis will also be conducted in reviewing relevant CSAP documents which will help in determining CSAP beneficiary profile and issues in program implementation. Lastly, FGDs and KIIs will be used for the qualitative portion of the study. The discussion will validate, clarify and deepen the results of the survey and desk review. Moreover, other insights not captured in the survey will be determined and discussed in the qualitative data collection and analysis.

The assessment will be conducted in a region with the highest number of CSAP beneficiaries with at least two-year exposure, then a municipality from the region with the highest number of population size will be selected purposively as study site. Given this, the municipality of Peñablanca, Cagayan was selected.

PEÑABLANCA IS A 1ST CLASS MUNICIPALITY IN THE PROVINCE OF CAGAYAN, PHILIPPINES WITH A POPULATION OF 40,336 PEOPLE IN 6,690 HOUSEHOLDS IN 24 BARANGAYS. PEÑABLANCA WAS MADE INTO A TOWN ON NOVEMBER 21, 1896 BY VIRTUE OF A ROYAL DECREE BY THE KING OF SPAIN. THE TOWN IS PRIMARILY AGRICULTURAL BUT IT HAS ACCELERATED ITS GROWTH AND DEVELOPMENT DUE TO THE CALLAO CAVES RESORT AND PARK WHICH IS THE PREMIER TOURIST SPOT IN THE REGION. CONSIDERED AS ITS PRIME AGRICULTURAL PRODUCTS ARE RICE, CORN, MONGO AND PEANUTS.

Source: http://www.cagayan.gov.ph/index.php/about-cagayan-home/10-city-and-towns/53-penablanca, accessed on 30 July 2015

B. Quantitative Data Analysis

For quantitative data collection, a survey was administered to the CSAP beneficiaries in the study site. The sample was collected from a total of 495 CSAP beneficiaries in the municipality of Peñablanca, Cagayan using the data provided by DSWD Field Office II. Using a simple random sampling approach on all CSAP beneficiaries in Barangays Baliuag, Bical, Cabasan, Cabbo, Nabbabalayan, Quibal, 285 respondents were chosen to be included in the sample. Moreover, a margin of error equal to e =5.7% was calculated.

To ensure the most effective quantitative data collection, a Pre-Testing of Survey tool was conducted thru actual interviews with CSAP beneficiaries whose characteristics are the same with the target respondents for the actual Rapid Assessment. The pre-testing sought to determine any problems in the questionnaire and evaluate the quality of the draft tool by looking at the ease of transitioning from one question set to another, clarity and relevance of questions and the tool's capacity to reflect and probe important indicators needed in the study, among others. Additionally, the activity aimed to determine the average duration of interview and themes not captured during preparatory activities. After the Pre-Testing of the Survey Tool, the research team conducted a post-activity meeting to discuss relevant and important issues and insights gathered during the pre-test. The results of the

Pre-Testing of the Survey Tool

THE PRE-TESTING OF THE SURVEY TOOL WAS CONDUCTED BY THE M&E DIVISION IN ARAYAT, PAMPANGA LAST 20-22 APRIL 2015.

discussion were used to enhance and finalize the draft Survey Tool and the Enumerator's Guide[1].

SPOT CHECKS ON DATA COLLECTION

The series of spot-checks were conducted by the M&E Division in four barangays of Peñablanca, Cagayan covered in the study namely: Cabbo, Bical, Baliwag, Nababalayan (Phase 1 and 2) last 14-15 May 2015.

Spot-checks on survey operations were undertaken for quality control of data collection for the study. Specifically, the spot checks were conducted to determine the factors that may affect quality of survey data, assess and improve enumerator/interviewer performance, provide immediate feedback to enhance enumerator's performance, and identify and resolve the issues encountered in the field. To execute this, the M&E Division conducted unannounced monitoring visits to selected barangay sites under study and the following tasks were performed: 1) observing whether the interviewer asks questions appropriately; 2) taking notes of the errors and common mistakes during the interview; 3) providing needed feedback immediately after the interview to improve enumerator's performance (pointing out mistakes and discussing them with the survey team); 4) asking the interviewers about their experiences and the issues encountered in the field; and 5) discussing the issues encountered and how to handle them properly.

[1] Since it was conducted to assess possible improvements in the questionnaire, the data gathered from the pre-test will not be used in the analysis and will not be considered part of the final data.

After the spot checks, the M&E Division provided the enumerators with a list of observations and reminders on interviewing the respondents. Lastly, the results of spot-checks were used to guide the researchers in data cleaning, validation and actual analysis of survey data.

Descriptive analysis was mainly used to assess the evaluation components of the study. For measuring association between nominal scaled variables, Chi-square test for independence was used. On the other hand, for measuring linear relationships among ordinal level variables, Spearman Correlation Test was used. Furthermore, Wilcoxon Mann Whitney Test was applied to ordinal scaled items/groups to determine which groups are significantly different. If the groups have the same median, the values should be similar. To investigate the relationship of a binary variable with several variables, logistic regression was used. Before these statistical tests were applied, several assumptions were ensured to be satisfied.

C. Qualitative Data Analysis

Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) conducted with the concerned program beneficiaries and implementers were the primary methods used for the collection of qualitative data for the rapid assessment. These methods aim to validate, clarify and deepen the results of the survey and desk review, particularly the insights that are qualitative in nature.

For the FGDs, three (3) groups from the study site were organized with the following composition: Five (5) CSAP Beneficiaries; Five (5) NASA Officers;

and Five (5) LGU Implementers involved in CSAP. The five program beneficiaries included in the FGD were randomly selected from the list of beneficiaries who did not form part of the survey. Alternatively, the ten representatives from the NASA Officers and LGU Implementers were selected based on purposive sampling.

For the KIIs, two (2) Officers of the DSWD, one from the Central Office and one from the Field Office, served as respondents. The Officers interviewed are CSAP Focals in the Department who are directly involved in the implementation of the program.

Both the FGDs and KIIs had semi-structured interviews where the facilitator/interviewer used guide questions while the respondents are given freedom to share their experiences and insights about the program. An FGD and Interview Guide containing mostly open-ended questions based on the identified sets of indicators used in the survey was made prior to the actual conduct of FGDs and KIIs, to aid the FGD and Study Team in drawing out relevant information from the respondents.

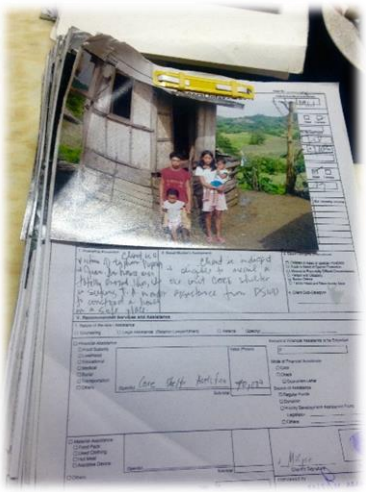
The actual FGDs took place from 13-14 May 2015 in Peñablanca. Conversely, the KIIs were conducted by the PDPB-M&E team on 13 May 2015 and 04 June 2015.

For the FGDs, one external facilitator and one documenter were respectively assigned to moderate and chronicle the actual conduct of FGDs for each of the three groups of respondents. They were accompanied and assisted by a member of the study team from the PDPB.

The KIIs provide a more general context given that the respondents were able to discuss national and regional implementation of the program while the FGDs give more details about the local implementation, particularly in the municipality of Peñablanca.

D. Documents Review

In order to countercheck the data gathered from quantitative and qualitative methods, a review of available documents which includes administrative reports on program implementation, existing policies and program guidelines, and other related literature was done. The review intended to validate the results of the survey and FGDs and KIIs and see possible trends, deviations, and other forms of analysis.



IV. SCOPE AND LIMITATIONS

The assessment is a local study covering families who are beneficiaries of CSAP for at least two (2) years in a municipality in one region. A survey was conducted to randomly selected program beneficiaries and to validate and deepen the understanding of the survey results, FGDs and KIIs from selected participants and implementers were also done.

In the absence of baseline data on the identified areas and beneficiaries, the study relied on its designed tools, primarily using aided recall, in collecting information. Thus, single difference of pre and post program intervention of the treatment area on selected indicators, gathered from the tools used, is only derived. Further, the quantitative study is limited to the family's decision maker, the family head.

In view of such, the observations of the assessment only applies to the municipality under study and would not mean generalizability to all municipalities or regions in the entire country. However, the trends and findings from this study provide inferences which may be applicable to other areas as well, creating room for further studies.

V. OVERVIEW OF PROGRAM DESIGN AND IMPLEMENTATION

A. The Core Shelter Assistance Program

CSAP aims to provide environment friendly, structurally strong shelter units that can withstand up to 220 kph wind velocity, earthquakes up to intensity 4 of the Richter scale and other similar natural hazards in relocation sites provided to family-victims of disasters. The program has the following specific objectives:

1. To address the emergency and rehabilitation shelter needs of families with damaged houses, restore their lives to normalcy which has been damaged by natural or man-made disaster;
2. To maximize the participation and draw the commitment of the beneficiaries and the neighborhood and the local government units to make the core shelter durable and livable;
3. To develop and promote the value of self-reliance among the beneficiaries and the community through participatory implementation of shelter assistance project.

The shelter assistance is provided to indigent families who are victims of man-made or natural disaster with totally destroyed houses and who are not recipient of any other housing assistance from any other individual groups, government agencies, or non-government organizations. As of July 2015, there are a total of 73,880 families served by the program since 2010 covering all regions nationwide, except for NCR, CARAGA and Region IX.

B. CSAP Components

The following are the components of the Shelter Assistance Program:

1. Social Preparation - This component aims to provide or raised the awareness of the beneficiaries on what are their situations, why there is a need of this project, solicit the form of participation they can provide and the significance of their participation.

   During this stage, the DSWD Field Office in partnership with the LGU conducts ocular survey and home visits for validation of beneficiaries, among others. Potential volunteers are also mobilized and communities are organized during this period. With the leadership of the C/MSWDOs, a Neighborhood Association for Shelter Assistance (NASA) is formed composed of all identified beneficiaries of the program. The NASA is in-charge in the procurement of materials, safekeeping of tools, construction of core houses, and reporting of construction progress.

2. Food/Cash-for-Work Assistance - This component of the program refers to the provision of food or cash grants to disaster victims and/or displaced persons in exchange for their services or involvement in undertaking restoration and rehabilitation activities, such as but not limited to the construction of core houses.

3. Technical Assistance In Housing Construction - This refers to the conduct of orientation, demonstration, assistance and supervision to the beneficiaries and the LGUs in the implementation of the shelter units in conformity with the approved shelter plan and specification.

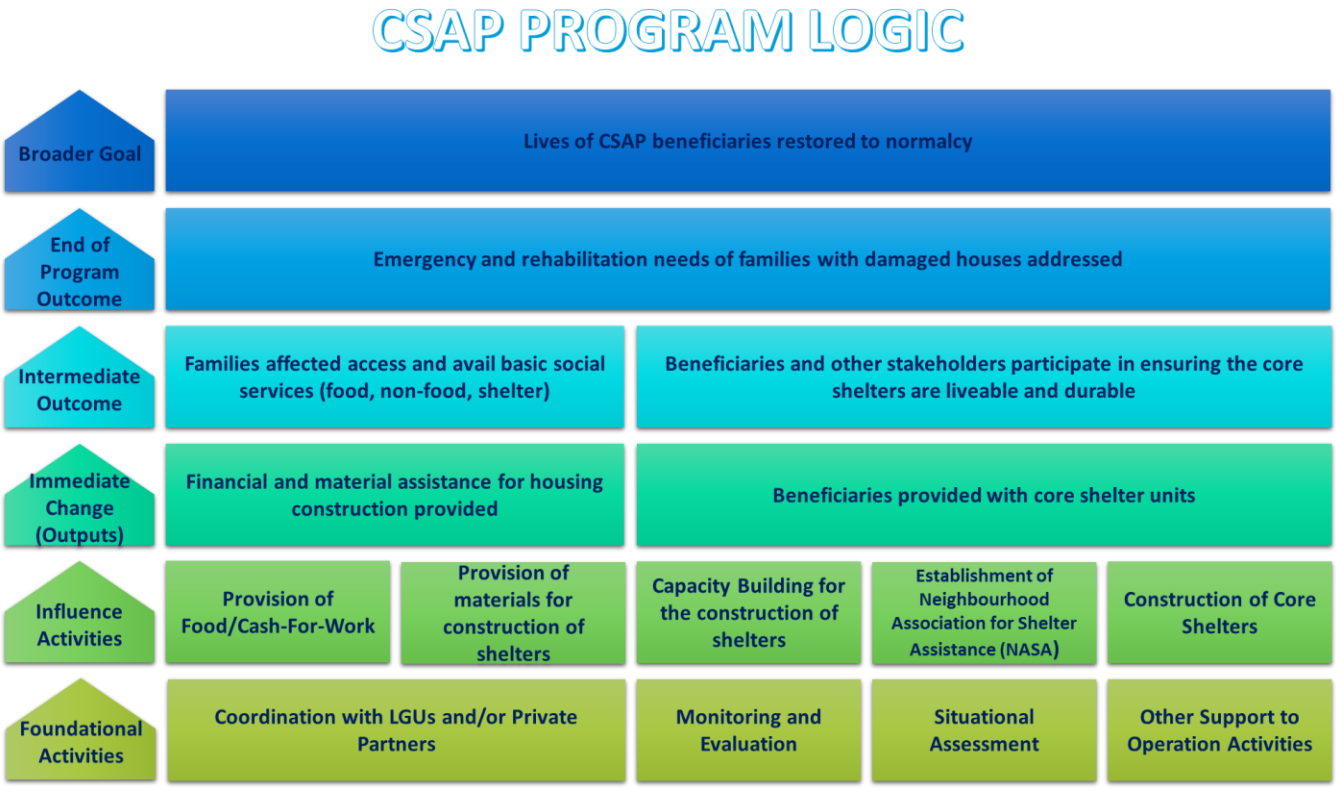
   The TA shall be done by DSWD Engineer from the Central Office or Field Office through orientation and demonstration to the Provincial/City/Municipal Engineer, Foreman or skilled worker and beneficiaries, in the construction of core shelter model house to ensure compliance of the standard shelter design.

4. Financial Assistance – This component refers to the provision of cash grants to cover the cost of housing materials to address the basic housing needs of the families with damaged houses due to disasters.


C. Program Logic (Theory of Change)

The study will use the CSAP program logic below to assess the current implementation of the program and its potential effects. The rapid assessment will focus on the program's Foundational Activities, Influence Activities and Immediate Outcome as these represent CSAP's implementation part. Additionally, the study will also assess, to a certain extent, the Program Intermediate Outcomes as a basis for detecting potential benefits.

Figure1. CSAP Program Logic

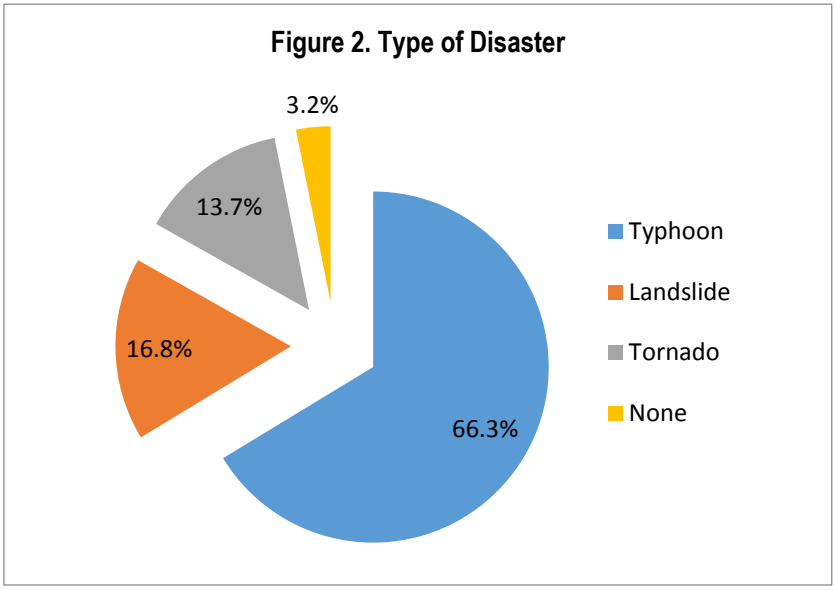


VI. MAJOR FINDINGS

A. Beneficiary Selection Process

It was found out from the qualitative data collection that the process of selecting beneficiaries started with the barangays submitting the list of potential beneficiaries who were affected by disasters with damaged houses to the MSWDO. The list were consolidated and forwarded to the Field Office for validation through the conduct of house-to-house visits. After the completion of the documentary requirements, the Field Office submitted the LGU's application to the Central Office for funding.

Based on the survey, most of the beneficiaries (66.3%) in Peñablanca are victims of typhoons while others (30.5%) are victims of tornado and landslides. Interestingly, few respondents (3.2%) are not victims of any disaster but are homeless and are in danger zones. (*See Figure 2*)



It was validated in the FGDs and KIIs that beneficiaries are visited by the MSWDO a month after the typhoons devastated the residents' houses with the assistance of Barangay Officials. In the case of Penablanca, the LGU, thru the MSWDO, conducted a survey to assess the extent of damages, the number of family members, and the family's source of income. After the eligible families were identified, a meeting was conducted by the MSWDO with the Barangay Officials wherein they were oriented about the Core Shelter Assistance Program. The beneficiaries also submitted documentary requirements such as ID, certificate of indigency and source of income, and photo of their family in front of their damaged houses to become eligible to the program. The Field Office also visited the municipality to validate the list submitted by the LGU.

Most of the CSAP beneficiaries in Peñablanca have partially-damaged houses.

Notably, results of the quantitative data show that most of the CSAP beneficiaries in Peñablanca (80%) have partially-damaged houses while only 20% have totally-damaged houses. (*See Table 1*)

Table 1. Extent of Damage to Shelters Caused by Disasters

Type of Shelter	Partially-damaged	Totally-damaged	Total
Core Shelter Assistance (CSA)	223	55	278
%	80.22	19.78	100.00
Not applicable=6 *Missing value=1*			

This finding is contradicting with the existing program guidelines. Under part VII, of A.O. 17, Series of 2010, Eligibility Requirements of Beneficiaries and Project Areas, under item A. I. Beneficiaries, paragraph 1.3, for a disaster victim to be a CSAP beneficiary, the house should "*have been totally destroyed by a man-made or natural disaster, and limited resources prevents the family from repairing or reconstructing their permanent shelter units such that they continue to live with relatives or friends in evacuation centers, or in other makeshift shelters*". It is noted that exception to the rule may be applied, as underscored in paragraph 1.5 of the same guidelines, i.e. "*if resources warrants, vulnerable families residing in high risk areas maybe provided or may avail of shelter assistance as part of mitigation measures*." However, based on the data, a huge portion of beneficiaries (80%) reported that they had partially-damaged houses but were still provided with core shelters. These beneficiaries could be qualified to receive core shelters given that their houses are located in danger zones. Therefore, qualifications of these beneficiaries

could be further studied by examining if those who had partially-damaged houses are indeed residing in high-risk areas. Based on available administrative data[2], it was found out that the beneficiaries are indeed living in areas with moderate to high risk on landslides and flooding. (*See Table 2*).

Table 2. Geo-hazard Assessment of Barangays made by MGB

Barangay	Landslide Susceptibility Rating	Flood Susceptibility Rating
BALIUAG	**Moderate**	Low
BICAL	Low	**High**
CABASAN	Low	**Moderate**
CABBO	Low	Low
NABBABALAYAN	**High**	**High**
QUIBAL	**Moderate**	**Moderate**

In the case of Barangay Cabbo, with only low risk on both disasters, it was explained that pursuant to the Comprehensive Disaster Recovery Program[3] of the Region, provision of the core shelters instead of Emergency Shelter Assistance is deemed as a better approach with more long term benefits. As such, beneficiaries with partially-damaged houses in the region are relocated and provided with core shelters as a long-term strategy.

Political intervention during selection is possible but may be mitigated.

In the qualitative data, it was mentioned that political intervention is a common issue during identification of beneficiaries. Although there was no evidence that this is existent in Peñablanca, intervention from the LGUs (*dagdag-bawas*) is always a concern that the program needs to look into, as shared in the KIIs and FGDs. Moreover, it was noted that some qualified families are not served by the program due to two main reasons. First, some

[2] Report title: *Mines and Geo-sciences Bureau Geo-hazards Assessment and Mapping of Penablanca, 2006*
[3] The document was prepared by the DSWD FO II which was adopted by the Regional Development Council of Region II last 10 September 2009.

LGUs have no sufficient funds to provide as counterpart for the construction of the core houses. Second, availability of lots is also an issue where some LGUs cannot fully provide lots for all potential program beneficiaries, due to the geographical terrain or land area limitations of the LGU.

Nonetheless, it was mentioned that the validation component of the beneficiary selection process is very important to correctly determine the target beneficiaries. Political intervention may be difficult to eliminate, but strong coordination among the various levels of implementation helps minimize the effect by ensuring prioritization of target beneficiaries.

B. Social Preparation

Beneficiaries are oriented about the program and the orientations are deemed clear and comprehensive.

It was found out that social preparation of communities is very essential as beneficiaries are oriented about the program and their commitment to participate is hereby established. Based on Figure 3 below, it is noted that almost all of the respondents (96.8 %) have been oriented on the program and most of them (88.3%) rated the orientation as clear and very clear. (Figure 4)

Figure 3. Beneficiaries Oriented on CSAP

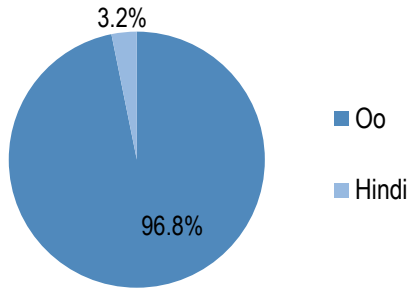
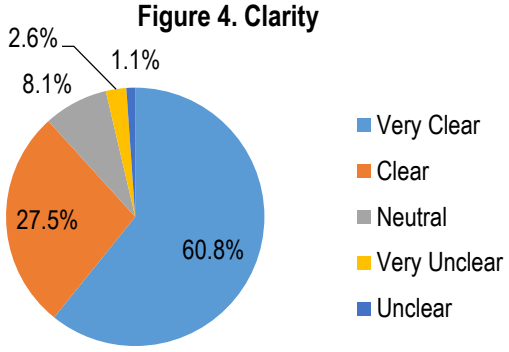


Figure 4. Clarity



In the FGDs, it was discussed that during orientation, the beneficiaries learned that the program will be providing them with ₱70,000 for the construction of their houses, while the labor will be their counterpart. Further, the beneficiaries are informed that a "Cash-for-Work" component is part of the program, wherein the payment could be used for the cost of other construction materials for their own houses.

It is during orientation that the beneficiaries also learned the role of the local government. The LGU takes care of finding relocation sites or available lots where the core houses will be constructed. They also coordinate with the DENR – Mines and Geosciences Bureau to ensure that the identified sites are safe. The LGU also provides financial counterpart, including construction materials, for each shelter unit. In coordination with DSWD, the LGU provides social preparation for the beneficiaries and parties concerned which includes surveying, information dissemination and clearing operations of areas/relocation sites, among others.

Furthermore, during social preparation stage, it was mentioned that beneficiaries and implementers discuss and agree on the costs of construction and counterpart of each stakeholders - the LGU, the DSWD, and the

beneficiaries. Other than labor, the beneficiaries are usually informed about their additional contribution such as the cost of individual land titles. In the case of Penablanca, it was during the social preparation stage where beneficiaries in some CSAP sites are tasked to clear the land where their shelters would be built thru the "linis mo, lupa mo" scheme. It was also at this time that beneficiaries choose the space or individual slot where their houses will be built.

The purpose and functions of the Neighborhood Association for Shelter Assistance (NASA) in each CSAP site is clear among the beneficiaries in the community.

As part of the social preparation process, CSAP beneficiaries are organized into a NASA. Based on Figures 5 and 6, it can be noted that 98.2% of the total respondents[4] interviewed are part, and thus aware, of the association and among them, 92% are members while 8% are officers.

Figure 5. NASA Membership

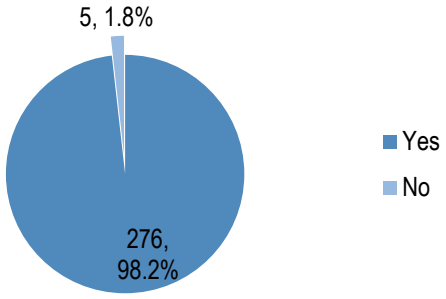
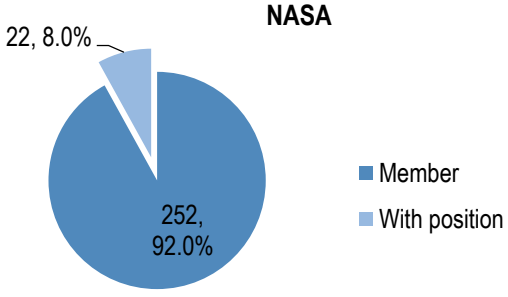


Figure 6. Respondents' Position in NASA



Majority of the beneficiaries (89%) are aware of the goals of the NASA and most of them (70%) identified the promotion of "bayanihan" as its main purpose. (*See Figure 7 and Table 3*)

[4] 281 respondents (missing =4)

Figure 7. Awareness on NASA Goals

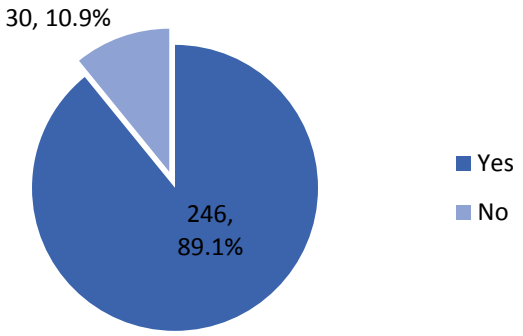


Table 3. Goals of NASA

Goal	Sum	%
Promote Bayanihan	188	70.41
Promote Work Efficiency	29	10.86
Promote Camaraderie	19	7.12
Promote Self-Reliance	11	4.12
Improve Maintain Core Shelters	9	3.37
Others	11	4.12

**Multiple responses/answers were possible*

In the FGDs, it was recounted that a NASA in each CSAP site is established where all eligible program beneficiaries are automatically part of the association and among them they elect a group of Officers, with positions such as: President, Vice-President, Treasurer, Secretary, P.R.O., Sergeant and Auditor. The LGU, thru the MSWDO, also helps facilitate the establishment of the association in the CSAP sites during initial stage. For some beneficiaries, the NASA is not a common term used as it is usually referred to as "*bayanihan*" wherein members help each other in the construction of shelters.

In addition to this, the data reveal that *safekeeping of materials* and *construction of houses* are the widely-known functions of the NASA in the community. (*See Table 4*)

Table 4. Functions of NASAs by Barangay (%)

Functions	Barangay						Total (N=274*)
	Baliuag (n=44)	Bical (n=44)	Cabasan (n=26)	Cabbo (n=24)	Nab (n=57)	Quibal (n=79)	
Canvassing, purchasing and management of resources	22.73	86.36	92.31	41.67	78.95	30.38	**54.32**
Safekeeping of materials	79.55	97.73	100.00	100.00	100.00	81.01	**89.57**
Maintaining an inventory of materials	29.55	95.45	100.00	87.50	96.49	41.77	**68.35**
Reporting/recording progress of construction work	81.82	4.55	3.85	12.50	8.77	65.82	**35.61**
Construction of core houses	90.91	97.73	100.00	91.67	100.00	82.28	**91.01**

**There are six (6) missing values; five (5) responses are not applicable*
Multiple responses per respondent were allowed.

This data is validated in the qualitative findings, wherein it was recounted that the NASA Officers oversee the regulation of the materials along with the construction of the shelters in their communities. The Officers would usually canvas and check the materials while the members took turns in guarding them. Should there be any concerns with the supplier, the NASA Officers, with the assistance of the LGU, would speak to the supplier for resolution. The Officers are also the contact persons of the LGU, including the barangays, during the whole duration of the project.

Some functions of the NASA are emphasized while other functions are not fully implemented.

While it is good that these two functions are given importance, per the program guidelines, NASA shall perform the following functions: (1) canvassing, marketing and procurement of housing materials, management and control of resources to be used; (2) safekeeping of materials; (3) maintaining an inventory of materials; (4) construction of core house and (5) reporting/recording progress of construction work. Based on the data shown in Table 5, disparities in the understanding of NASA functions in each barangay could be observed. While safekeeping of materials and construction of houses are identified functions common to all barangays, reporting/recording of construction progress is only prevalent in two out of the six barangays.

Regular meetings are conducted thru the NASA and participation rate of beneficiaries is high.

In addition to these roles, NASAs are encouraged to conduct regular meetings to address issues encountered during program implementation. In the following table, the frequency of NASA meetings conducted in Peñablanca is shown whereas more than half of the respondents (53.79%) recalled that their NASA meetings are conducted once a month while some respondents (38.27%) say that their NASAs hold meetings once a week.

Table 5. Frequency of NASA Meetings

Frequency of Meetings	Number of cases	Percent
Once a month	149	53.79
Once a week	106	38.27
Twice a month	11	3.97
Twice a week	3	1.08
Everyday	4	1.44
Thrice a month	2	0.72
When problems/issues arise	2	0.72

Furthermore, the table below shows that almost all of the respondents (92.81%) often or always attend NASA meetings. This suggests that beneficiaries are generally participative relative to discussions on the implementation of CSAP.

Table 6. Attendance to Meetings

Frequency	N	%
Always	187	67.27
Often	71	25.54
Rarely	20	7.19
Total	278	100.00

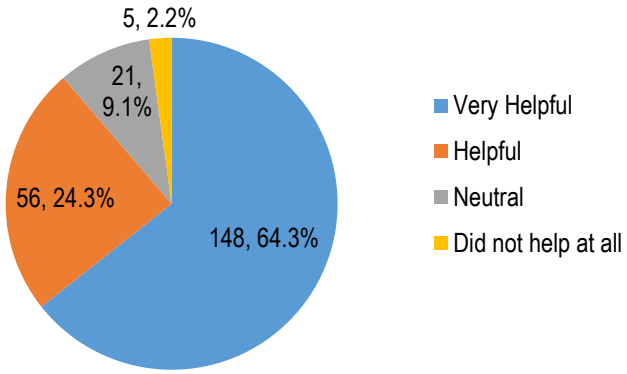
The quantitative result is consistent with the FGDs and KIIs, wherein it was confirmed that the NASA officers and members meet once a month to discuss concerns and resolve issues within the community. However, during delivery of materials, the NASA meets almost every week to check the supplies and discuss the distribution. The MSWDO and barangay officials are usually invited to NASA meetings. The NASA works closely with the LGU (MSWDO) to resolve the issues of their members. Only if they have issues which cannot be resolved by the LGU that they resort to communicating with the FO for assistance. Given this scenario, most issues of the beneficiaries are resolved and the NASA – LGU – FO work hand-in-hand for the effective program implementation.

Most of the beneficiaries perceived their membership in NASA as beneficial.

Overall, the beneficiaries in Peñablanca expressed positive feedback on the benefits they receive as members of a NASA whereas majority 88.6% of the respondents rated their membership to the association as helpful or very helpful. (*See Figure 8*) Respondents with positive feedback on NASA stated that the association aided in ensuring unity and cooperation within the

community and facilitated efficient construction of the core shelters. Furthermore, it was shared that the formation of the NASA is essential in the implementation of the program. As the program tries to inculcate empowerment aspect to the people, where they are not only beneficiaries but also partners in improving their quality of life, the NASA is an opportunity for the beneficiary-leaders to organize their community and monitor the implementation of the program.

Figure 8. Beneficiary Satisfaction to NASA



C. Food/Cash-for-Work Scheme

As the DSWD provides food or cash assistance to CSAP beneficiaries to support their needs and their families whenever they participate in the cleaning of drainage, repair of community facilities and shelter construction, among others, for a maximum of ten (10) days, beneficiaries are encouraged to be involved with the community activities. The short-term assistance is aimed at supporting the basic needs of the families affected by disasters.

Based on the survey, it was observed that the beneficiaries availed either or both food and cash assistance. As shown below, 34% of the qualified participants availed food and cash assistance, 31% of them availed food

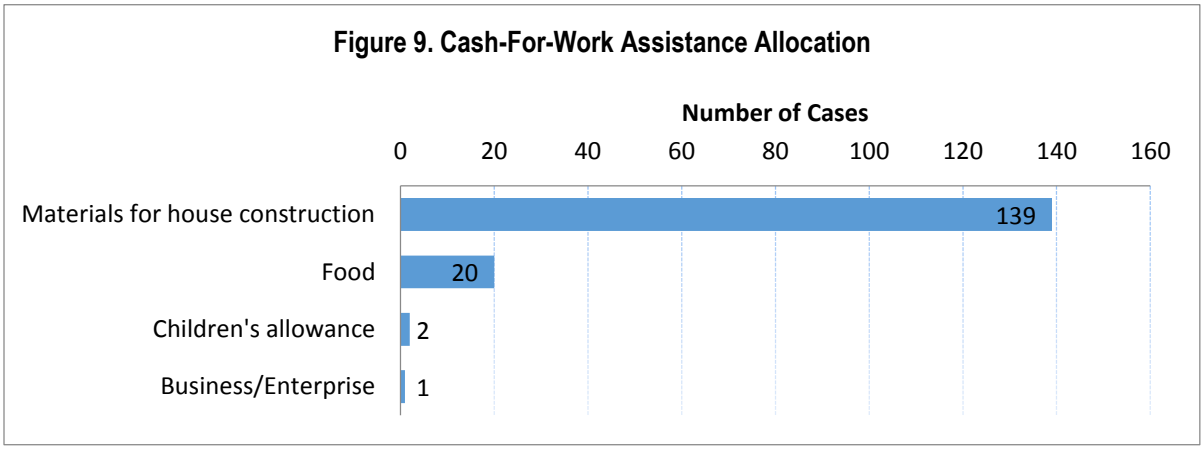
assistance, and 24% availed cash assistance. However, it was also noticed that some of the families (11%) did not avail any of the said assistance.

Table 7. Type of Assistance Received

Assistance	N	%
FFW, CFW	95	33.69
FFW	87	30.85
CFW	68	24.11
None	32	11.35

Cash received thru Cash-for-Work Scheme are allocated on materials instead of basic needs of the beneficiaries.

It was found out that, a significant number of the CFW beneficiaries used the cash to buy additional materials needed for house construction. Only few respondents (23 cases) reported that they spend it on food, and other personal needs. Hence, it could be concluded that the beneficiaries do not use the cash assistance to meet the basic needs of the family but use it to augment the material resources necessary for the construction of houses.



This was validated in the qualitative results where it was noted that beneficiaries who participate in the cash-for-work (CFW) component of the program earn around ₱1,700 for ten (10) days' worth of labor. The NASA

Officers in the municipality together with the rest of CSAP beneficiaries agreed to use the money from the CFW program in purchasing other construction materials for their own house such as jalousie windows. Sometimes, miscommunication happen when instead of cash, the payment to the beneficiaries are used for house materials. Nonetheless, for some beneficiaries who work as laborers, they are provided with food for 3-5 days so that they can be able to feed their families as their time is devoted to the construction of houses.

The scenario of using cash for house construction materials has been eminent in the satisfaction rate of the beneficiaries. As shown in the table below, more beneficiaries (67%) rated the Food-for-Work scheme as very helpful compared to only 26% rating of Cash-for-Work. It can be further noticed however, that having combined schemes (food and cash) will give the beneficiaries more satisfaction.

Table 8. Satisfaction of Respondents on the Assistance provided

Type of Assistance	Very Helpful	Helpful	Neutral	Not Helpful	Did not help at all	Total
FFW, CFW	67.4	23.9	8.7	0.0	0.0	100.0
FFW	65.5	19.5	12.6	0.0	2.3	100.0
CFW	26.5	58.8	13.2	0.0	1.5	100.0

Furthermore, it was noted that problems are encountered at times when the payment is provided before the start of the construction. Some beneficiaries do not show up during actual construction since they have already received the payment. On a positive note some beneficiaries, conversely, even after receiving the payment at the end of the 10-day work period still continue to provide service as volunteers.

D. Provision of Technical Assistance in the House Construction

The Department and the LSWDOs send their personnel to help the beneficiaries during the construction of core shelters. The technical assistance (TA) in housing construction involves conduct of orientation, demonstration, assistance and supervision to the beneficiaries in conformity with the approved shelter plan and specification.

Some form of technical assistance from the DSWD and LGU is provided but is deemed lacking and deficient.

All of the sampled families in the survey, except for those who answered "Don't Know," stated that they were provided with technical assistance on construction of houses by at least one of the following: engineer, foreman, and construction worker. While a large majority of the sampled families (98.94%) were provided with technical assistance by an engineer, only 75.89% of them reported that a foreman provided them with assistance and less than half of the respondents (45.74%) were able to receive assistance from construction workers. (*See Table 9*)

Table 9. Provision of TA

TA Provider		Provided Technical Assistance			Total	Missing
		Yes	No	Don't Know		
Engineer	Frequency	280	1	2	283	2
	%	98.94	0.35	0.71	100.00	
Foreman	Frequency	214	60	8	282	3
	%	75.89	21.28	2.84	100.00	
Construction Workers	Frequency	129	144	9	282	3
	%	45.74	51.06	3.19	100.00	

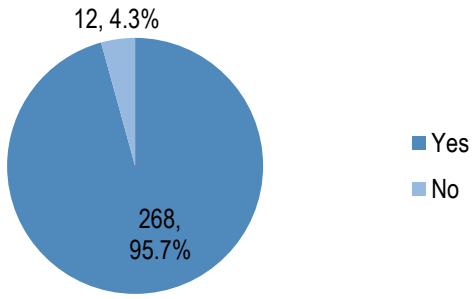
In the FGDs and KIIs it was recalled that the MSWDOs and municipal engineer would visit once or twice a week for inspection, depending on the need of the

community. The DSWD Regional Officer, on the other hand, visits the CSAP sites once a month for spot checks. The beneficiaries and the LGU mentioned that the assistance and inputs from the DSWD – FO during the implementation of the program are useful. During visits, they interview beneficiaries and also provide the necessary information about the program.

However, it was also found out that some issues are encountered at the level of the LGU, whereas some LGUs cannot delegate skilled workers to provide the necessary assistance to the beneficiaries. If some LGUs will be able to provide skilled workers, the participation of these workers are sometimes erratic since they also have other things to attend to or areas to support. Furthermore, providing TA to the LGUs on the construction is challenging to the FO due to lack of engineers. In FO II, they have one engineer who provides TA to all the CSAP sites in the FO which is tedious. As such, tapping LGUs to participate, particularly the municipal engineers, is important in the provision of TA.

This scenario was further validated in the quantitative results. Since the construction of the core shelters will be based on a shelter/housing plan, the respondents were asked if they were oriented about the housing plan and it was found out that a huge proportion of respondents (95.7 %) were not oriented on the said plan. (*See Figure 10*)

Figure 10. Beneficiaries Provided with TA on Housing Plan



Lack of competent and skilled manpower at various levels of the implementation affects the success and efficiency of the program.

Earlier data (Table 9) suggests that not all beneficiaries are provided with the necessary assistance during house construction. In the qualitative data, it was emphasized that in terms of staffing, the manpower from the Central Office is deemed lacking as only four (4) personnel are on board to monitor and assist the seventeen (17) regions implementing the program. As such, the personnel are stretched which affects their level of efficiency. Prioritization of regions needing more assistance becomes difficult as the staff needs to look into all regions in spite of certain directives or instructions.

Similar to the case of the CO, lack of manpower to handle the program is also very evident in the FO. In the case of FO II, only three (3) people are assigned to the Disaster Management Unit, and only two (2) of them are dedicated for CSAP. Common to all other regions, these two staff are also assigned to other programs/projects of the FO. One aspect to help mitigate their situation is strong partnership with the LGUs, whereas program focals per LGU may be assigned so that the FO staff may have dedicated person to coordinate with all throughout the program implementation. It was noted however that, not all FOs have engineers, and the CO has only one engineer. Program staff in the FOs are only trained on the technical details of the core houses through direct involvement during social preparation. This is deemed inefficient and/or lacking especially that technical competencies on core houses construction is critical for the successful implementation of the program.

Lack of staff complement to manage the program is also evident in the MSWDOs. The LGUs try to be resourceful, like in the case of Peñablanca where job orders (JO) were hired by the Local Chief Executive (LCE) lodged under the

MSWDO to effectively facilitate the implementation of the program. Even in the locality such as in Penablanca, some issues also occur. No training was provided for the beneficiaries in building the shelter rather, skilled workers were identified for each CSAP site and they were the ones who trained the different members of the NASA on construction.

The table below displays the distribution of respondents receiving external support from engineers, foremen and construction workers during house construction. Almost all of the beneficiaries (98.95%) reported that an engineer was present during the construction, 81.85% confirmed presence of a foreman while the percentage drops significantly to 45.61% for presence of construction workers.

Table 10. TA Providers

Presence	Engineer		Foreman		Construction Worker	
	N	%	N	%	N	%
Yes	282	**98.95**	231	**81.05**	130	**45.61**
No	3	1.05	54	18.95	155	54.39
Total	285	100.00	285	100.00	285	100.00

Differences in duration of house construction of respondents who were assisted by a foreman/construction worker/family member and those who were not assisted were investigated using the Wilcoxon-Mann-Whitney test[5]. (See table below)

[5] The difference in duration of house construction between those who were assisted by engineers vs. those who were not assisted by engineers was not investigated due to insufficient sample size of respondents not assisted by engineers (n=3).

Table 11. Results of Wilcoxon-Mann-Whitney Test on the Difference in Duration of House Construction

Groups to be Tested	Mann-Whitney U	p-value
Construction time of houses with assistance of a Foreman vs. Construction time without assistance of a Foreman	**8538.50**	**0.0016**
Construction time of houses with assistance of a Construction Worker vs. Construction time without assistance of a Construction Worker	**13941.50**	**0.0001**
Construction time of houses with assistance of a Family Member vs. Construction time without assistance of a Family Member	4808.00	0.1228

The results of the Wilcoxon-Mann-Whitney test show that there is a significant difference in the duration of house construction among respondents who were provided with assistance by a foreman and a construction worker compared to those who did not receive technical assistance from the said individuals. That is, at 5% level of significance, there is sufficient evidence to say that:

i. Duration of house construction of those respondents who were assisted by a foreman differs significantly with those who were not assisted by a foreman. Furthermore, the mean rank of the duration of construction of houses for those assisted by a foreman is lesser than those assisted by a foreman (131.30<167.42) This suggests that respondents who were assisted by a foreman during house construction is likely to have a more rapid house construction than those who were not assisted by a foreman.

ii. Similarly, duration of house construction of those respondents who were assisted by a construction worker differs significantly with those who were not assisted by a construction worker. Moreover, the mean rank of the duration of construction of houses for those assisted by a construction worker is lesser than those who were not assisted by a construction worker (108.92<166.35) This suggests that respondents who was assisted by a construction worker during house construction is likely to have a more rapid house construction than those who were not assisted by a construction worker.

iii. Lastly, the results show that there is no sufficient evidence to conclude that duration of house construction of those respondents who were provided with assistance by a family member during construction differs to those who were not.

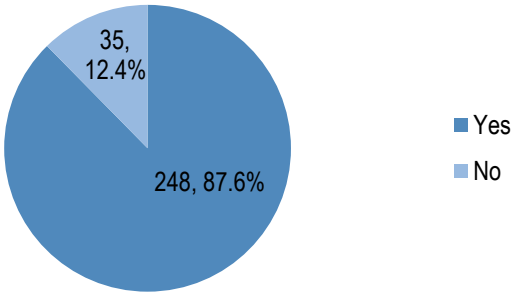
The lack of skilled workers in the community is an issue to most CSAP sites, as discussed in the qualitative data. The communities resort to hiring of a skilled worker who could do masonry and carpentry, with additional cost to the beneficiaries (P300-400 a day per worker). In the case of the Penablanca, the chief executive sponsored the hiring of one (1) skilled worker. It was mentioned however that having only one skilled worker is not enough. As such, some CSAP sites invite or "borrow" skilled workers from other sites, especially those who are familiar with the construction of the shelter to teach and help them, while others would hire skilled workers to build their shelters from their own pockets.

E. Construction of Core Houses

Current amount of assistance (₱70,000) is deemed low and outdated causing various issues and problems during program implementation.

Based on the quantitative data, majority of the respondents (87.6%) reported that they spent their own money for the construction of some parts of the house. Most of them said that they shelled out money for the construction of roofs, bathrooms, and annexes/extensions.

Figure 11. Beneficiaries who Spent for House Construction



This was explained from the qualitative results. The ₱70,000 allotted for each shelter unit was converted to construction materials that includes: rods, wood, cement, jalousie, and galvanized iron sheets. It was expressed that the amount of ₱70,000 wasn't adequate for the cost to build the required shelter design. In the FGD it was mentioned that the price list provided by DSWD to the LGU is not updated based on the costs of construction materials at present. The LGU, thru its municipal engineer, reckoned that the price list was based on costs prior to year 2000.

This was highly supported in the KIIs whereas it was expressed that the current amount of assistance provided for the construction of each core house unit is deemed to be really low and outdated. The amount of ₱70,000 for each unit provided by the DSWD is not enough to cover the whole amount of construction, and as such, the LGUs are required to produce financial counterpart. Based on existing market prices, it is estimated that the actual cost of core houses to date is more than P120,000. The LGU counterpart is relatively manageable for LGUs with big revenues but for a 5th or 6th class municipality, it is notably challenging. This situation is identified as one of the sources of the delays in the completion of the core houses.

In the table below, the parts of the core shelter covered by the beneficiaries themselves, from their own pockets, are shown. It is notable that some parts of the core shelter included in the shelter design supposed to be funded through the financial assistance from DSWD were shouldered by the beneficiaries, such as comfort rooms, roofs, flooring and windows.

Table 12. Beneficiary Counterpart

Part of the House Constructed Using Beneficiaries' Own Money	Sum	Total n=248
Comfort Room	126	50.81
Kitchen	117	47.18
Roof	77	31.05
Flooring	65	26.21
Windows	62	25.00
Doors	43	17.34
Walls	40	16.13
Bedroom	38	15.32
Annex	12	4.84
Ceiling	6	2.42
Others	3	1.21
Multiple answers per respondent were allowed. *Missing Values=5*		

However, in the qualitative results, it was discussed that most of the parts of the houses funded by the beneficiaries are enhancements or improvements to the original shelter design, e.g. changing the design of windows to jalousie type. Further, it was mentioned that providing financial and material contributions to the beneficiaries' own house construction can be seen in a positive note. As the CSAP aims to promote empowerment of its beneficiaries, the shelling out of money by the beneficiaries promote sense of ownership and responsibility which will also enable them to appreciate more their own houses and refrain from selling them.

In regard to the purchase of construction materials, both the MSWDO staff and beneficiaries, particularly the NASA, attend to the needs of the community. The amount of ₱70,000 that was granted per household is deposited in a NASA

bank account wherein withdrawal of funds is always signed by the LGU, the Association, and the DSWD- FO. For most, the ₱70,000 could only cover the minimum required materials for the core houses. Depending on the LGU, a financial cap per unit is also set as their counterpart. Like in the case in Region II, P15,000 serves as the LGU counterpart for each core shelter unit. As such, the rest of the construction costs, including labor, would be covered by the beneficiaries. As victims of disasters, beneficiaries with savings can easily provide their counterpart but for poor families, they tend to just work with what has been provided, which is the reason why some core houses are not totally completed compared to other units.

A modest number of core shelters were completed in less than 15 days while most of the shelters took more than a year to be constructed.

Quantitative data revealed that construction of the core shelters seemed to be slow, whereas 83% of the sampled families said that construction of their houses took more than 15 days while only 17% of them reported that the construction was finished within the targeted construction duration of 10-15 days. Further to that, a huge 29% of the beneficiaries took more than a year for the construction of their houses to be completed. (*See Table 13*)

Table 13. Duration of House Construction

Duration	N	%
10-15 days	47	16.67
16-30 days	30	10.64
31-45 days	31	10.99
46-60 days	15	5.32
3-4 months	26	9.22
5-6 months	18	6.38
7-8 months	9	3.19
9-10 months	21	7.45
11-12 months	3	1.06
More than 1 year	78	27.66
More than 2 years	4	1.42

Per program design, the allotted time to complete one shelter is 10 days while one CSAP site should be completed in 60 days. However, in reality, as recalled by FGD participants, the core houses in each CSAP site were completed in a duration of around 11 months to a year. In addition to the data shown above (i.e. lack of skilled workers), other sources of delays experienced by the sites were further discussed.

Table 14. Causes of Delays in Construction

Causes of delays	Barangay						TOTAL (N=189)
	Quibal (n= 30)	Nabbabalayan (n=42)	Baliuag (n=47)	Bical (n=33)	Cabasan (n=25)	Cabbo (n=12)	
Environmental	20	31	40	33	13	8	145
%	66.67	73.81	85.11	100.00	52.00	66.67	76.72
Materials	16	38	39	14	22	9	138
%	53.33	90.48	82.98	42.42	88.00	75.00	73.02
Manpower	4	1	16	0	3	2	26
%	13.33	2.38	34.04	0.00	12.00	16.67	13.76
Location	0	0	0	0	8	0	8
%	0.00	0.00	0.00	0.00	32.00	0.00	4.23
**Multiple responses allowed*							

In the table above, the causes of delays in the construction of houses are shown. It can be noticed that beneficiaries encounter issues on materials and manpower which serve as reasons for the delays.

In the qualitative findings, it was discussed that for manpower, the prioritization of shelter units where some households want to have their unit be completed first before the other members has been an issue. This is reflected in the attendance of members during construction where not

everyone participate in the construction of other shelters but only attend to the construction of their own houses. Furthermore, the distribution of materials among the beneficiaries is also a concern where some beneficiaries were not properly regulated during the materials distribution leading to lack of supplies for some. Delays in the delivery of the materials which can be attributed to distance of the communities as some roads are inaccessible to big vehicles were also experienced.

This was highly supported by the quantitative findings. Out of the total number of respondents interviewed, 35% have said that they have experienced conflicts within the association. (*See Table 15.*)

Table 15. Presence of Conflicts by Barangay

Conflicts	Total
Yes	98
%	**35.00**
No	182
%	**65.00**
Total	280
	100.00

The main causes of conflicts, as shown in the following table, are uncooperative members, problems on distribution of materials and absenteeism/tardiness of some beneficiaries. Among the respondents who reported presence of conflicts in their NASA, 32% said that these conflicts affected the implementation of the program, specifically in the construction of houses. (*See Table 15.*)

Table 16. Causes of Conflicts

Causes of Conflicts	N	%
Uncooperative members	36	40.45
Distribution of materials	28	31.46
Absenteeism/Tardiness	10	11.24
Inefficient members	8	8.99
Unclear Roles and Responsibilities	5	5.62
Delay in the delivery of materials	4	4.50
Difficulty in following procedures	2	2.25
Uncoordinated plans of house construction	2	2.25
Others	5	5.60

Upon further investigation of several variables, it was found out that degree of presence of engineers and foremen during house construction and presence of conflicts among members of NASA have significant effects on whether a core shelter will have a timely construction (constructed in 10-15 days). Through logistic regression (see Statistical Notes on next page), it can be inferred that if the respondents were assisted by engineers and foremen more frequently, then the core shelters will more likely be completed in 10-15 days. On the other hand, respondents who said conflicts were present among NASA members during house construction, have core shelters that will be less likely completed in 10-15 days. In the table below, the odds ratio estimates are shown.

Table 17. Odds Ratio Estimates

Effect	Point Estimate	95% Wald Confidence Limits	
Degree of presence of engineer	1.8370	1.1830	2.8500
Degree of presence of foreman	1.4800	1.0200	2.1490
Presence of conflicts among NASA members	0.3260	0.1420	0.7500

The estimated odds of having a constructed house in 10-15 days increase by a factor of 1.84 or 84% when increasing the degree of engineer's presence during house construction by one unit, holding other variables constant. Similarly, the odds increase multiplicatively by 1.48 or 48% when increasing the degree a foreman's presence. However, the odds of having a timely construction decrease by three times (3.07 or 1/0.326) if conflicts among NASA members are present during house construction.

Statistical Note (1)

In order to identify the significant variables and their association to timeliness of house construction, logistic regression was employed since the dependent variable, timeliness, is dichotomous with possible values 1=yes (constructed in 10-15 days) or 0=no (constructed in more than 15 days). The presence of short-term assistance, degree of presence of engineers, foremen, construction workers and family members during house construction, and presence of conflicts among NASA members were the variables included in the full model.

The full model is given by:

$$logit(\pi(x)) = \log\left(\frac{\pi(x)}{1-\pi(x)}\right) = \beta_0 + \beta_1 Engineer + \beta_2 Foreman + \beta_3 CW + \beta_4 Family + \beta_5 Conflicts \quad (1)$$

where $\pi(x)$= the probability that a house will be constructed in 10-15 days.

Upon generating the estimates for the full model, it was found that more than half of the estimates of the predictor variables are not significant. Hence, forward and backward variable selection procedures were then performed in order to find significant predictors and formulate the final model.

Analysis of Maximum Likelihood Estimates

Parameter	DF	Estimate	Standard Error	Wald Chi Square	Pr > ChiSq
Intercept	1	-3.7850	0.8492	19.8683	<.0001
Degree of presence of engineer	1	0.4928	0.2348	4.4064	0.0358
Degree of presence of foreman	1	0.3205	0.2030	2.4926	0.1144
Degree of presence of construction worker	1	0.2089	0.1419	2.1657	0.1411
Degree of presence of a family member	1	0.1624	0.1702	0.9096	0.3402
Presence of conflicts among NASA members	1	-1.0120	0.4327	5.4690	0.0194
Presence of F/CFW assistance	1	0.1860	0.5950	0.0978	0.7545

Wald's Test was then employed to the model generated thru the selection procedures to determine whether their coefficients are equal to zero. Based on the table below, the null hypothesis that the coefficients are equal to zero was rejected. This implies that at least one of the coefficients is not equal to zero.

Testing Global Null Hypothesis: BETA=0

Test	Chi-Square	DF	Pr > ChiSq
Likelihood Ratio	29.0693	3	<.0001
Score	26.5172	3	<.0001
Wald	23.3041	3	<.0001

Statistical Note (2)

Subsequently, estimation of parameters of the reduced model was performed. The evaluators arrived at a reduced model with three significant variables.

Analysis of Maximum Likelihood Estimates

Parameter	DF	Estimate	Standard Error	Wald Chi Square	Pr > ChiSq
Intercept	1	-3.3352	0.5528	36.4029	<.0001
Degree of presence of engineer	1	0.6079	0.2242	7.3495	0.0067
Degree of presence of foreman	1	0.3923	0.1903	4.2529	0.0392
Presence of conflicts among NASA members	1	-1.1205	0.4250	6.9499	0.0084

The reduced model is then given by:

$$logit(\pi(x)) = -3.33 + 0.61(Engineer) + 0.39(Foreman) - 1.12(Conflicts) \quad (2)$$

Exponentiating both sides of the equation (2) will give us the following model:

$$\theta = \exp\{-3.33 + 0.61(Engineer) + 0.39(Foreman) - 1.12(Conflicts)\} \quad (3)$$

where θ is the odds that a house will be constructed in 10-15 days.

Then, Hosmer and Lemeshow goodness-of-fit test and Deviance and Pearson goodness-of-fit statistics were employed to the reduced model to determine if the model has a good fit. The resulting p-value of Hosmer and Lemeshow Test is greater than 0.05 which indicates that the model is a good fit. Similarly, p-values generated for Deviance and Pearson Criteria are greater than 0.05. Thus, we could say that the model is a good fit.

Table 20. Hosmer and Lemeshow Goodness-of-Fit Test

Chi-Square	DF	Pr > ChiSq
12.1059	8	0.1465

Table 21. Deviance and Pearson Goodness-of-Fit Statistics

Criterion	Value	DF	Value/DF	Pr > ChiSq
Deviance	23.6461	21	1.1260	0.3105
Pearson	24.6974	21	1.1761	0.2605

Values of the Schwarz Criterion (SC) on the full and reduced models were computed to determine if the reduced model is a better fit on the data. The SC statistic of the reduced model (245.70) is relatively lower than the SC computed in the full model (257.06). This suggests that the reduced model is better than the full model.

F. Post-CSAP

Most beneficiaries received livelihood assistance, but changes in their income due to the livelihood activities is yet to be investigated.

Around 68% of the CSAP beneficiaries were provided with livelihood projects by DSWD and/or MSWDO. Most of the beneficiaries (95%) are provided with micro-enterprise (thru capital seed fund), while a few (5%) are provided with skills training. (*See Tables 18 and 19*)

Table 18. Provision of Livelihood Assistance

Livelihood	N	%
DSWD	102	35.79
MSWDO	90	31.58
None	93	32.63

Table 19. Type of Assistance

Livelihood	N	%
Micro-enterprise	180	95.24
Skills training	9	4.76
Total	189	100.00

Income of beneficiaries participating to the livelihood activities initiated by DSWD and MSWDO were further investigated. The table below shows that 61% of those provided with livelihood assistance had higher income at present (compared to their income before their houses were hit by disaster). On the other hand, 39% of those who were provided with the assistance had unchanged and decreased income.

Table 20. Participation to Livelihood Activities and Changes in Income

Provided with Livelihood Assistance	Increased income	Unchanged Income	Decreased Income	Total
Yes	115	67	8	**190**
%	60.53	35.26	4.21	**100.00**
No	52	37	3	**92**
%	56.52	40.22	3.26	**100.00**
Total	**167**	**104**	**11**	**282**

To determine if there is an association between participation to livelihood activities initiated by DSWD and MSWDO and change in income, Chi-Square test will be used.

Table 21. Result of Test of Significance Between Participation to Livelihood Activities and Changes in Income

Statistic	Value	p-value
Chi-Square	0.7237	0.6964

Since the p-value of the Chi-Square Statistic is 0.6964>0.05, at 5% level of significance, there is no sufficient evidence to say that there is a relationship between participation to livelihood activities initiated by DSWD and MSWDO and change in income.

Overall, the beneficiaries are satisfied with their present living conditions.

In the table below, it can be noted that the beneficiaries expressed high agreement rates especially on statements (1), (5) and (6). Generally, the beneficiaries are satisfied with their current living conditions, particularly as CSAP beneficiary.

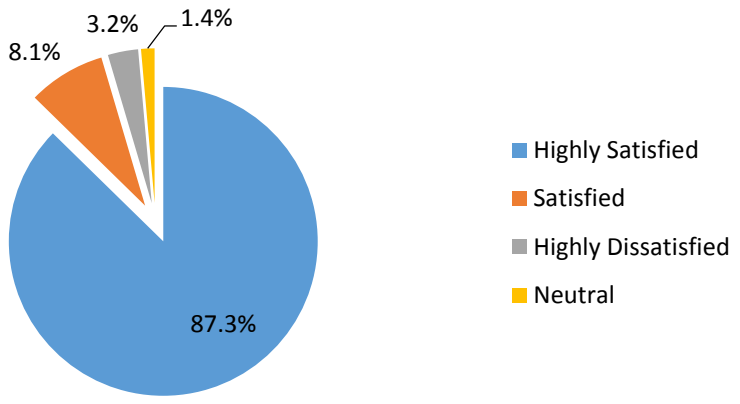
Table 22. Statements on Post-CSAP Conditions

Statements	Agreement (%)
1. Location of the shelter provided by CSAP is safer from disasters.	**97.89**
2. We do not spend more on utilities (electricity, water, etc.) at the present.	66.90
3. We have not incurred debts for the construction of our house.	74.64
4. We had easily recovered from disaster because of CSAP.	89.75
5. Our financial status increased because of the location of the shelter.	**94.02**
6. I am more satisfied with our life at the present.	**95.41**

In the FGDs, it was chronicled that the beneficiaries expressed their gratitude to the implementers as their new houses relieved them from worries in times of calamities. The CSAP, as they said, was a big help to beneficiaries who do not have the means to rebuild their damaged houses.

This was further reinforced in the figure below where it can be noted that out of the total respondents, 87.3% were highly satisfied with the overall implementation of the program, and only 1.4% reported dissatisfaction.

Figure 12. Satisfaction on the Overall Implementation of CSAP



Beneficiaries were highly satisfied on the core shelter provided although access to basic services and safe drinking water need improvement.

The satisfaction ratings on several characteristics of the house/lot provided and some of the attributes of its location are shown in the table below. The data indicates that majority of the sampled beneficiaries were satisfied on durability, security, design, size of the house and its lot size. However, the satisfaction ratings decrease for access to utilities, and distance from work and basic services. It is also notable that access to safe drinking water obtained the least satisfaction score.

Table 23. Satisfaction of Respondents On Several Variables

Criteria	Satisfaction (%)
Durability	96.11
Security	92.93
Design	88.93
Size of the House	88.66
Lot Size	87.90
Access to electricity	63.70
Distance from work	59.22
Distance from basic services	57.75
Access to water	**37.94**

As mentioned in the KIIs, the provision of water systems, drainage, and waste management is to be taken care of by the LGUs. In the FGDs, it was emphasized that the associations for each CSAP site continue to work and coordinate with the municipality, even after the construction of houses, for the improvement of their communities. Recommendations in the different communities include: building individual faucets for each shelter, to have the roads cemented leading to and in the community, proper area for garbage disposal, and for the improvement of the drainage canals. Further it was mentioned that, training and livelihood programs should be given to the beneficiaries in the different CSAP sites. Putting up a cooperative for farm inputs is one of the suggestions as additional source of income for the beneficiaries since most of them work

in the corn fields. Although livelihood programs have been initiated through SEA-K (now SLP), not all CSAP beneficiaries are members of this program since it prioritizes Pantawid families and only some CSAP beneficiaries are members of the Pantawid Program.

In the table below, additional suggestions were identified by the beneficiaries to further improve the program. It can be noticed that majority suggested improving the core shelter design specifically by expanding the shelter, constructing other shelter parts (e.g. annex, bedrooms, and ceilings) and providing finishing materials (e.g. paint).

Table 24. Suggestions on How to Improve CSAP

To Improve/Change	N	%
Improve Core Shelter design	70	56.45
Improve access to utilities	19	15.32
Direct the funds to CSAP beneficiaries	11	8.87
Improve delivery and provision of materials	7	5.65
Bigger lot allocation	5	4.03
Improvement on Participation	2	1.61
Increase funds	2	1.61
Others	8	6.45

VII. Conclusion and Recommendations

Based on the findings, we can conclude that the program is generally effective in meeting its objectives. Beneficiaries are satisfied, in the overall, with the implementation of the program as it addresses their emergency shelter needs and it assists them to restore their lives to normalcy. This is supported by their high satisfaction ratings to the program and their current living conditions.

Furthermore, it can be concluded that participation and commitment from the beneficiaries, the neighborhood, and the LGUs to make the core shelter durable and livable is clearly generated and realized. The NASA in CSAP sites are well-established, where regular meetings are conducted and major functions are performed. Also, participation of beneficiaries, although with certain limitations, during house construction is present. Orientations and activities during social preparation are also deemed effective. This also highlights that self-reliance of the beneficiaries and the community in the shelter assistance project is developed and promoted.

However, certain areas for improvements on the program and its implementation have also been observed. One of the program outputs, "*Financial and material assistance for housing construction provided*" is deemed lacking as the low amount of assistance provided (P70k) posits issues and concerns during implementation. Further to that, one of the program outcomes, "*Families affected access and avail basic social services (food, non-food, shelter)*" is adversely affected as beneficiaries spent their cash-for-work payments to construction materials instead of basic needs, because of the lack of financial assistance provided.

In view of such, the following are recommended by the study team:

For the DSWD (i.e. Management, Program Implementers, Field Office)

1. The guidelines need to be revisited, whereas:
   A) The provisions on the beneficiaries' selection process may be reviewed such as on a) the validation aspect which should be strengthened in consideration of the risks and challenges encountered, particularly due to political interference; and b) other exceptions which may exist in certain conditions to become part of the program should also be explored and subsequently be included in the enhanced guidelines. Learning from the lessons from previous evaluations such as that of the UNHCR Shelter Assistance Program (2013), inclusion and exclusion errors in the beneficiary selection may happen given various reasons, and could be mitigated by more effective systems, and stronger national involvement.
   B) Amount of assistance should be updated. It was clearly emphasized that the ₱70,000 no longer meets the basic requirements for a core shelter and thus needs to be increased, based on current prices and conditions. The updating of the amount is expected to address other issues of the program such as the utilization of cash-for-work payments of the beneficiaries for house materials instead of basic needs. Based on the guidelines, "*The DSWD shelter or core shelter assistance grant amount shall be determined by the Secretary based on consultation with appropriate internal and external stakeholders and shall be adjusted from time to time depending on the prevailing cost of the construction materials.*" (Section D, p.14, A.O. 17, S.2010). Given that the existing amount was still based on 2010 costs, the Department has enough basis to review and update the amount of assistance as deemed appropriate.
   C) The program may also want to explore the possibility of the inclusion of livelihood component as part of the whole post-disaster housing project. In the ESSC study in 2014, the sustainability of housing programs was looked into whereas it was recommended that livelihood assistance such as "in the form of: (i) a budget for livelihood infrastructure (i.e., for construction of livelihood facilities usually consisting of livelihood center,

tricycle, jeepney or transport shed and/or market "talipapa" center), and (ii) budget of PhP 3,000 per beneficiary household for livelihood programs, may be included."

2. Provision of technical assistance should be improved. Other than basic orientations and general demonstrations, more in-depth capacity building activities for the communities should be established. These activities may address issues on the erratic participation of some beneficiaries and commitment by other members of the community and the LGU. As a community-driven program, participation of beneficiaries is an important key factor in the implementation of post-disaster housing projects and higher involvement of beneficiaries could lead to a more successful implementation of the program. (Sadiqi, Coffey and Trigunarsyah, 2012) Furthermore, empowering the beneficiaries in constructing post-disaster housing projects by allowing them to have power to control the phase of construction is advantageous whereas community-based planning promotes better quality, accountability and satisfaction of beneficiaries due to ownership of the beneficiaries. (Ophiyandri, T. et. al., 2010)

3. The staffing/manpower structure of program implementation should also be reviewed and updated. It was noted that the current structure no longer support the needs of the program implementation, at all levels (CO, FO, LGU). The staffing complement to effectively implement the program should therefore be rationalized.

4. The regular monitoring and evaluation of the program should be strengthened and gains from the convergence initiatives should be maximized. Based on the findings, it is important that regular assessment of the program will be conducted to immediately detect issues that cause delays in the overall implementation of the program. Furthermore, the program should also make the most of the convergence efforts of the Department, both internally and

externally, to ensure corresponding support to the program for effective and efficient implementation. Internal convergence such as the support coming from other programs of the Department (i.e. Pantawid, KC, and SLP) to CSAP beneficiaries, and external convergence (programs from other agencies) will further help the communities in restoring their normal lives after the disasters.

For the partner LGUs:

1. The LGUs should commit on providing skilled workers for the CSAP sites under their jurisdiction. Per guidelines, mobilization of partners/personnel who can provide labor is one of the roles of the LGUs. However, it was highlighted that lack of skilled laborers has been an issue prevalent to all CSAP sites. Delays in the construction can subsequently be addressed with the commitment of LGU in all aspects of the implementation. Although community participation may be ensured, lack of technical knowledge in doing the house construction may impeded in the success of the program. In a case in Sri Lanka, the lack of technical knowledge led many recipients to jeopardise their entitlements by abusing their role, and in some cases becoming trouble makers rather than contributors. (Sadiqi, Z., et.al., 2012)

2. Post-CSAP interventions should be ensured by the local governments, in partnership with other government entities. Providing livelihood opportunities, and access to basic social services should be prioritized and ensured by the local governments as this will pave the way to sustainable improvements in the well-being of the beneficiaries. For example, in the case of Lebanon[6], in terms of usage, it was found out that there is more than 20% of the target recipients who returned to their houses even if not safe or habitable due to economic reasons. (Barakat, et.al, 2008) This was further

[6] Barakat, S., Zyck S., & Hunt, J., (2008), Housing Compensation & Disaster Preparedness in the Aftermath of the July 2006 War in South Lebanon. York: University of York, Geneva: Norwegian Refugee Council.

explained by Raju in his study whereas it was mentioned that there is an apparent mismatch between the values of the beneficiaries and the value of the government in the implementation of post-disaster projects where beneficiaries wanted to be near their livelihood as opposed to the government's priority which is the safety of the people. (Raju, 2013). Tying up this mismatch is critical in ensuring the realization of the program objectives and outcomes.

For further research:

1. As the study is only limited to one municipality, further researches could include a nationally representative sample that could generalize effectiveness of CSAP implementation at the national level. As such, good practices among LGUs can be established and comparison of variables across regions can be further investigated.
2. The various delivery schemes of financial assistance, aside from NASA, which was the only scheme investigated in this study, may be further studied, i.e. financial assistance thru implementing agencies (NGOs, private sectors) and LGUs, to have a more holistic assessment of the implementation. This study can also generate comparison along effectiveness and efficiency per delivery scheme which would provide information useful for program improvement.
3. A full-blown impact evaluation of the program may also be conducted to truly determine the long-term effects of the program and its contribution towards higher societal goals and outcomes. Although existing studies suggest that the program has long-term impact, no available evaluations conducted in the Philippines on post-disaster housing, particularly the CSAP, provide concrete evidence of the program's true impact.

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