ANNEX 1 - PROGRAM SUMMARY STATISTICS - ACCESS TO SAFE WATER (BESIK AND GORDTL SYSTEMS)





Indicator	BESIK	GoTL	Total
No. of systems constructed/rehabilitated	62	142	204
Additional people with access to safe water	77,423	145,486	222,909
Additional schools with access to safe water	58	0	58
Additional health centres/posts with access to safe water	44	0	44
% of systems fully functioning after 1 year	86%	80%	82%
Indicator	Total		
% of GMFs fully functioning after 1 year			
 % collecting funds 	48%		
 % meeting regularly 	63%		
% of rural population with access to safe water (Based on 2010 census data)	73%		

ANNEX 2 - PROGRAM SUMMARY STATISTICS: SANITATION AND HYGIENE

Locations of communities with ODF Status





Indicator	BESIK
Additional people with access to basic sanitation (unimproved & improved)	67,068
Additional people with access to improved sanitation (JMP)	35,995
Number of communities in target areas declaring %100 open defecation free status	165
Additional households in target areas with a hand washing facility and soap	5751 HHs
80% of households (care givers) can recall at least 2 key hygiene and sanitation messages	90%
Number of people with increased knowledge of hygiene practices	387,292

ANNEX 3: BESIK PERFORMANCE ASSESSMENT FRAMEWORK (JUNE 2012)

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
Goal Improve the health and quality of life of rural people in Timor-Leste	% of children < 5 years old with diarrhoea in the last 2 weeks*	Not available	 2009 14.5% (Source:2009/10 DHS) 29,169 cases (14.6% of population <5) were reported by clinics during Jan-Sep 2010) 2012 12.6% (Source: 2012 BESIK Hygiene and Sanitation Evaluation) 	Reduction to 10% in target areas		
	Time taken to collect water	Not available	64.4% of rural HHs collect water in under 30 mins (Source:2009/10 DHS)	70% of rural HHs collect water in under 30 minutes		
Purpose	% of rural population with access to safe water (MDG indicator)*	57%	73% ¹	70%		
Sustainably enhanced access to safe water, improved sanitation use and	% of rural population with access to improved sanitation (MDG indicator)	39	35.8 (Source:2009/10 DHS)	45		
hygiene behaviour in rural communities in Timor-Leste	# of communities in rural areas declaring %100 open defecation free status ²	0	258 across sector (165 BESIK supported)	N/A ³		
	# of additional households in rural areas with a hand washing facility and soap	0	13000 HHs	3000		
	Component	1: Enabling Sector Enviro	nment			
Objective 1 A more enabling sector environment for sustainable and equitable	Breakdown of BESIK commitment to water supply: sanitation and hygiene*	0	Water:77% Sanitation & Hygiene: 23%	Water 70%: Sanitation& Hygiene: 30%		A
delivery of RWASH services	How has BESIK supported changes in GoRDTL RWASH policies and institutional capacity?*			Analysis and report available		A
Outcome 1.1 Key RWASH policies and strategic frameworks in place	Outcome Indicators To what extent are government and the sector utilizing policies and guidelines in RWASH planning and delivery?			Analysis and report available in March 2012	Ongoing	В
	Key Output Indicators National Water Supply Policy, National Sanitation Policy and National Water Policy approved	Key policies need to be revised or developed	National Water Supply Policy – Draft completed & under consultation Sanitation Policy – approved by CoM & Gazetted Water Resources Policy – Ready for approval by CoM	All policies approved	Ongoing	В
	RWASH Sector Strategy and BCC strategy approved and socialised	No strategies	RWASH sector strategy and BCC strategy approved and socialised National Sanitation Strategy started	Strategies approved & socialised	Achieved	A
Outcome 1.2 Training institutions and individuals providing specialized training in	Outcome Indicators # of people trained in RWASH delivery by local training institutions & master trainers (breakdown given in BESIK Training Report)	0	7275 (2283F/4982M) participants since project start	3500 (1400/2100)	Completed	A

 ¹ Estimated using 2010 Census as a base and additional people with access reported through SPT. 30% losses due to system failures are included in calculation
 ² ODF status is measure of latrine use
 ³ Sector targets are currently being established in Sanitation Strategy

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
RWASH delivery	Key Output Indicators # of customized RWASH training courses available through training institutions	0	21	20	Completed	A
	# of RWASH master trainers able to train others	0	CAP 29 (10F) GMF O&M 24 (1F) CLTS 10 (2F) Environmental Health 57 (16F) Environmental Health District Trainers 256 (96F)	CAP 29 GMF O&M 23 CLTS 10 Environmental Health 35	Completed	A
	% of women participating in training delivered by BESIK	0	2009: 19% of 1578 participants 2010: 35% of 2671 participants 2011: 36% of 2212 participants 2012: 33% of 794 participants	40%	Completed	В
Outcome 1.3 RWASH agencies promoting gender equality in RWASH delivery	Outcome Indicators How have women and men been involved in planning, decision making, implementation and ongoing management of water and sanitation services and any hygiene promotion?*			Analysis and report available in March 2012	Ongoing	A
	To what extent are women engaged in all aspects of RWASH service delivery and demand?			Analysis and report available in March 2012	Ongoing	A
	<i>Key Output Indicators</i> # of community facilitators using gender tools in community engagement	0	259	180	Ongoing	A
	Gender activities included in DNSAS planning & budgets?	No Inclusion	Gender included in AAP	Increased DNSAS expenditure on promoting gender equity	Ongoing	A
Outcome 1.4 DNSAS and SAS improving HR practices, financial planning and reporting	Outcome Indicators Improvements in DNSAS budgets, financial plans and reports as assessed against agreed quality criteria	Poor quality	Budget working group established Budget workshops conducted with district participation Parliament passed budget in Dec 12. Capital for rural water and allocation to O&M in 2013 Annual Action Plan	Budgets, plans & reports meet agreed standards	Ongoing	В
	<i>Key Output Indicators</i> % of DNSAS rural water budget bid allocated to increasing sustainability (design O&M, community engagement, gender activities and SDF costs in comparison to capital budget)	0%	15.24% in 2013 budget bid (2.81% community management; 1.67% survey design & supervision; 10.76% O&M) In 2012 while included in AAP, approved budget did not included O&M & survey & design.	15%	Ongoing	с
	13 SAS offices regularly submitting monthly financial reports	0	100% of SAS offices submitting regular reports on time. Quality criteria have negotiated and agreed to. Monthly reconciliation forms improved	13	Ongoing	A
Outcome 1.5 DNSAS and DNSC coordinating the	Outcome Indicators # of RWASH agencies submitting plans and updates using the Sector	0	10 agencies	12 agencies	Ongoing	А

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
preparation and monitoring of	Planning and Reporting Tool					
sector plans	Key Output Indicators WASH information system (SIB) established and maintained by DNSAS	No functioning WASH Info systems	97% of rural aldeias entered in SIB SMS testing commenced. Information Management and SIB program mentor engaged SIB still being maintained by BESIK	SIB maintained by DNSAS	Ongoing	В
	WASH coordination groups functioning and chaired by DNSAS & DNSC	WASH forum not functioning	Forum chaired now by DNSAS with significant secretarial support from BESIK	Forum chaired by DNSAS/DNSC	Ongoing	В
Outcome 1.6 District RWASH agencies coordinating and integrating the	Outcome Indicators # of communities targeted for all components of RWASH (water, sanitation and hygiene services)	0	97	110	Ongoing	A
delivery of RWASH services to communities	# of SAS districts plans integrated with district planning processes	Limited integration in all districts	Improved harmony in identification of priorities but need more clarity in District level planning responsibilities between District Administration and SAS. Presence of SDFs has promoted coordination at Sub District level and information flow to SAS.	12 districts	Ongoing	В
	Key Output Indicators Mechanisms for targeting RWASH delivery established in 13 districts	No mechanism established	MoH now implementing CLTS and PAKSI in communities with a new water supply in 7 districts More collaboration between MoI and MSS to deliver vulnerable Household Toilet scheme. Trainers national workshop established a framework for District coordination workshops for BESIK2	12 districts	Ongoing	В
	Mechanism for integration of SAS district plans with district planning processes established in 13 districts	No mechanism established	SIB data used to identify and verify SAS priorities in 12 districts. SIBS has been updated in over 50% of aldeias in last 3 months.	12 districts	Ongoing	В
Outcome 1.7 Increased Mol capacity in water resource management	Outcome Indicators Water vulnerability assessment completed and options for improved water resources management identified	Inadequate data to assess vulnerability	Vulnerability index completed. Increased awareness of DNGRA staff in vulnerability assessment and water resource management studies. Water Resource Policy and Law finalised after stakeholder consultation	Assessment available	Ongoing	A
	<i>Key Output Indicators</i> National hydro-geological map available	Limited hydro- geological data available	Waiting for Geoscience Australia to print final version	Hydro-geological map providing national coverage	Ongoing	A
	Database on groundwater storage and quality established and maintained	No database available	National field trips completed and water quality data obtained. Database consultant recruited and presented draft report. Procedure for 6 monthly sampling developed.	Database established and maintained by DNGRA	Ongoing	A
	Сотро	nent 2: Access to safe wat	ter	·	·	
Objective 2	65,000 of additional people in target areas with access to safe water	0	77,423	65,000	Ongoing	А

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
Sustainable water systems delivered	supply through BESIK/WSI systems*					
to targeted communities	130,000 of additional people in target areas with access to safe water supply through BESIK support to GoRDTL systems*	0	145,486 (Includes 26,600 through systems currently under construction)	130,000	Ongoing	A
	# of additional schools and health posts in target areas with access to safe water*	0	58 schools 30 health posts 14 health centres	40 schools/25 health facilities	Ongoing	A
	80% of new systems fully functioning after 1 year	30%	 86% of 2009/2010 systems with support from BESIK are fully functioning, with 10% of systems partially functioning, and 3% of systems not functioning. 80% of 2010 CFET systems are fully functioning, 12% are partially functioning and 8% are not functioning 	80%	Ongoing	A
	Have some rural water systems been more successful than others? Why?			Analysis and report available	Achieved	А
Outcome 2.1 Communities planning and implementing water supplies using a socially and gender inclusive process	Outcome Indicators 150 communities supported to plan and implement water supplies using a socially and gender inclusive process	0	204 systems providing water to 616 aldeias	150	Ongoing	A
	# of new GMFs with at least 30% women	0	53% of new GMFs with at least 30% women 6% of new GMFs with > 50% women 93% of GMFs with women in technical or management positions	75	Ongoing	A
	Key Output Indicators 200 community facilitators able to deliver community engagement model	0	259	200	Ongoing	A
	88 SDFs recruited, trained and mentored by SAS/BESIK	0	88	88	Achieved	A
Outcome 2.2 New and rehabilitated systems meet	Outcome Indicators % of new systems that meet minimum standards for survey and design	No systems built	BESIK/WSI - 100% Govt – 40% mostly conform	BESIK/WSI -100% Govt – 60%	Ongoing	В
minimum design and construction standards	% of new systems that meet minimum standards for construction	No systems built	BESIK/WSI - 95% Govt – 76% mostly conform	BESIK/WSI -95% Govt – 60%	Ongoing	A
	<i>Key Output indicators</i> 12 SAS staff monitoring use of Community Water Supply Guidelines & reporting non-compliance	0	All 12 staff trained in the use with 7 using guidelines. Limited reporting of non-compliance	10	Ongoing	В
	65 technicians able to undertake system survey and design to agreed standards	0	45	65	Ongoing	В
Outcome 2.3 Communities maintaining water	Outcome Indicators 80% of new GMFs fully functioning after 1 year	0	48% of GMFs are collecting funds and 63% are holding meetings 12 months after formation	80%	Ongoing	A
systems with support from SAS, NGOs and private sector	Key Output Indicators # of GMFs with members skilled in making minor repairs to water systems	Low skills in O&M	316	150	Ongoing	А
	Alternate management models developed , implemented and evaluated	No management models for multi- village systems	O&M pilots for 10 water systems completed (4,206 beneficiaries) completed in partnership with DNSAS	Pilots evaluated and recommendations for adoption	Ongoing	A

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
	Spare parts supply chain pilot, implemented and evaluated	Poor spare parts supply	Components included in O&M trial however substantial spare parts pilot to be included in next phase of BESIK	Supply chain pilots implemented	Ongoing	с
	Component 3	: Improved hygiene and s	anitation			
Objective 3 Improved hygiene and sanitation	# of additional people in target areas with access to improved sanitation*	0	67,068	60,000	Ongoing	A
behaviour and practices in targeted communities	# of communities in target areas declaring %100 open defecation free status	0	165 declared in BESIK target areas	80	Ongoing	A
	# of additional schools and health clinics in target areas with access to improved sanitation*	0	58 schools 30 health posts 14 health centres	40 schools 20 health posts	Ongoing	A
	# of additional households in target areas with hand washing facilities and soap*	0	5,751 HHs	4000	Ongoing	A
	Have some sanitation approaches been more successful than others? Why?		Sanitation and Hygiene Evaluation completed in June 2012	Analysis and report available	Achieved	А
	Are the barriers to hygiene and sanitation related behaviour change for women, men, boys and girls understood?		Sanitation and Hygiene Behaviours Formative Research in Timor-Leste, ', March 2010 'Handwashing with Soap in Timor-Leste, A Behavioural Study', September 2011 'Sanitation in Rural Timor-Leste, A Study of Demand and Supply', November 2010	Analysis and report available	Achieved	A
Outcome 3.1 Community health workers facilitating improved hygiene and	Outcome Indicators % of SISCa with Table 4 promoting healthy WASH behaviours	0	86.5% (Based on supervision reports from May to December 2011)	70%	Achieved	A
sanitation through health outreach services in rural areas	No. of communities engaged in sanitation and hygiene improvement activities through the community engagement process	0	310 aldeias	150	Ongoing	А
	<i>Key Output Indicators</i> 1200 PSFs promoting hygiene and sanitation through SISCa	0	2465 PSFs trained 87% attend regularly 76% conduct KUBASA (Source: PSF Monitoring Reports)	1200	Ongoing	A
	# PSF champions supporting sub-district environmental health promotion	0	9 PSFs trained and championing PAKSI	40	Ongoing	В
	# of community facilitators able to promote healthy WASH behaviours through the community engagement process	0	259	150	Ongoing	А
Outcome 3.2 Rural households have improved hygiene and sanitation awareness	Outcome Indicators 80% of households (care givers) can recall at least 2 key hygiene and sanitation messages	0	90% (Source: 2012 BESIK Hygiene and Sanitation Evaluation)	80%	Ongoing	А
through delivery of targeted approaches	Key Output Indicators # of sucos participating in PAKSI pilots	0	16	3	Ongoing	А
	300 communities participating in total sanitation approaches	0	269 45 additional communities during reporting period	300	Ongoing	А
	200 communities participating in WASH behaviour improvement	0	358	200	Ongoing	А

Program Outcome Hierarchy	Key Performance Indicators and Questions	2007 (Baseline)	To Date	Target (June 2012)	Status	*Rating
	activities					
	National HWWS communication campaign developed and implemented	Campaign workshop conducted to finalize communication objectives for HWWS campaign. Advertising Agency engaged and 2 concepts for campaign developed for pretestesting. Campaign scheduled to start July 2012.		Campaign implemented	Ongoing	В
Outcome 3.3 Hygiene and sanitation products and services marketed at community	Outcome Indicators # of sucos with communities purchasing hygiene and sanitation products ⁴	0	3	3	Ongoing	A
level	% of household heads in target areas know where to access sanitation goods and services	0	Pilots commenced in Jan 2012 ⁵	80%	Ongoing	А
	Key Output Indicators Hygiene and Sanitation Marketing Study completed	0	Marketing Strategy Development Report for Sanitation Marketing completed Sanitation Marketing Implementation Completed	1	Completed	A
	Sanitation and hygiene products developed and marketing business model piloted with 3 businesses	0	2	3	Ongoing	А
	# of vulnerable households with access to improved sanitation facilities through subsidy system	0	3040 ⁶	6000	Ongoing	В

*AusAID WASH Strategy Performance Indicator/Question

Rating Scale

A= On track to be fully achieved by end of the program

B = Will be partly achieved by the end of the program/ too early to determine

C=Unlikely to be achieved by the end of the program

 ⁴ Products include pit liners, latrine pans, hand washing facilities & latrine construction services
 ⁵ Waiting for final data from Hygiene and Sanitation Evaluation
 ⁶ Responsibility for this program transferred to ESTATEL in 2011. BESIK supporting DNSSB to prepare plan for 2012

1.1 INTRODUCTION

In May 2012, BESIK undertook an evaluation to investigate the effectiveness, efficiency, strengths and weaknesses of the sanitation and hygiene approaches piloted to date with support from BESIK.

The evaluation methodology involved a quantitative survey using random sampling to. Data analysis on key indicators was undertaken using SPSS. Surveys were undertaken in a total of 104 aldeias, where BESIK supported projects. They survey included a control area of 15 aldeias in Viqueque District, a district considered to have minimal influence from BESIK or other NGO sanitation and hygiene interventions. Qualitative semi structured interviews were undertaken with key stakeholders, including District Public Health Officers, Clinic Health Staff, NGO Staff, District Water and Sanitation Services Staff, Family Health Promoters, community leaders and community members. Major limitations of the methodology included: respondent recall, as many respondents could not remember finances spent on building their toilet; respondent participation, as occasionally only one of the two household members needed for the survey were available to participate; and remoteness of enumeration areas, as many target areas required long walks to reach, which depleted both time and enumerator energy to complete surveys.

The Evaluation Report is currently being finalised however the initial findings have provided a useful comparison between the approaches supported under BESIK and learning about drivers and barriers. Although the evaluation addressed both sanitation and hygiene, this document focuses on the effectiveness of the different approaches to **sanitation** supported by BESIK.

1.2 BACKGROUND TO SANITATION IN TIMOR-LESTE

Access to improved sanitation for rural communities in Timor-Leste in 2010 Timor-Leste Population Census was found to be 24.7%. Historically, sanitation projects have involved a subsidy (provision of materials), often linked to water supply programs, with the major implementers since 1999 being through NGO programs. CLTS (non-subsidy approach) was first introduced to Timor-Leste in 2007.

In 2009 BESIK supported the MoH and MoI to undertake a Joint Sanitation Evaluation (JSE) for further learning of impact of subsidy and non-subsidy approaches in Timor-Leste and to provide evidence to the policy makers in the development of Timor-Leste's national sanitation policy.

BESIK supported the development of the Timor-Leste National Basic Sanitation Policy (NBSP) which was approved in March 2012. Within the policy a sustainable sanitation sector for Timor-Leste is framed by three pillars: 1) demand creation, 2) supply chain and 3) enabling environment. These three pillars aimed at addressing concerns with community demand creation, linked to supply chain development (enabling households to construct improved toilets) with a targeted 'dmart' subsidy element whereby vulnerable households that lack the basic resources to improve their sanitation, can also be supported. The policy sets a framework for clear, transparent and well communicated targeting of any subsidies.

1.3 THE EVOLUTION OF BESIK SUPPORT FOR SANITATION IN TIMOR-LESTE SINCE 2009

In 2009, BESIK provided funding support to implement a small number of sanitation projects based on CLTS approach. BESIK monitoring revealed that while senior staff within the implementing NGOs, understood the CLTS approach, the field staff, often lacked the skills. As a result, in late 2009, BESIK supported the development of a CLTS training program, that was implemented by a local training institute, East Timor Development Agency (ETDA).

In mid 2010, the Timor-Leste Government allocated \$200,000 to construction of toilets for rural households. In order to support this funding to be targeted to vulnerable households, BESIK with the Department of Sanitation (MoI) developed a **Total Sanitation Campaign (TSC)** that linked CLTS with sanitation marketing and targeted subsidy

approaches. The TSDC was implemented in partnership with DNSAS Department of Sanitation and five local NGOs. The evaluation of the TSC in April 2011 made a number of recommendations⁷ which have been useful in further developing approaches to sanitation.

CLTS+ was developed in mid 2011 based on the initial findings of the TSC and bring and the findings of the May 2011 Handwashing with Soap Study. CLTS+ combined CLTS triggering with targeted hygiene promotion, ongoing mentoring of the community and where possible links to sanitation products. The projects were often linked to the GMF and PSF and intentionally targeted areas where BESIK or GoRDTL had developed community groups to manage their water systems building on the community interest in WASH.

The **CLTS+I** project was the CLTS+ project as detailed above with two additional components: an incentive for achieving ODF and sanitation marketing. BESIK's monitoring had found that while communities were engaged in sanitation projects, very few were achieving ODF status (ODF being a key public health benefit). Sanitation incentives have been used successfully in other contexts. A further challenge identified was increasing access to improved sanitation (rather than basic), thus CLTS+I included sanitation products marketed in all sucos. CLTS+I was implemented district wide and involved the District Health Services, District Administration and the Suco Leaders for all sucos in the district.

PAKSI has been developed with the Ministry of Health as a longer term approach to scaling up sanitation, owned by government and drawing on the learning from the approaches, studies and evaluations through the BESIK program. PAKSI reflects the NBSP objectives. PAKSI is founded on the CLTS ideology, and modified for the context of Timor-Leste, including a strengthened triggering process for going to scale and links with sanitation marketing. A technical training program has been developed for implementers to strengthen their skills to provide guidance to community members to build improved hygienic toilets. PAKSI is currently being piloted in three sub-districts⁸.

1.4 EFFECTIVENESS OF DIFFERENT NON-SUBSIDIZED SANITATION APPROACHES

The BESIK program (using non-subsidy approach) has resulted in improved access to sanitation for 67,708 people rural East Timor. The evaluation found that of the houses surveyed 40.2% of the toilets built were improved (under JMP guidelines).

Table 1 provides a summary of outcomes for a range of indicators. The different project durations and starting dates should be noted, as they inevitably impacted opportunity for change to occur as well as influenced our ability to assess sustainability of the approaches.⁹

Table 1: Summary of Sanitation and Hygiene Impact Evaluation (May 2012)									
Indicator	CLTS+I	TSC	CLTS+	PAKSI	Total Across all Intervention Areas	Control			
Start Date (All programs had ongoing support at date of evaluation, April 2012)	Sept 2010 – Start of TSC Feb 2011 – Start Incentive	Sept 2010	Aug 2011	Dec 2011					
Project Duration	14 months	8 months	9 months	5 months					
% ODF Achievement	88%	N/AVAIL	26%	0%					
# of HHs in Intervention Areas	5,229	7,470	16,875	4,592	34,166	3,194			
% of people in target areas with access to basic + improved sanitation	86.5%	55.4%	45%	54%	58.4%	34.2%			
% of people in target areas with	33.5%	15.1%	15.2%	18.7%	18.2%	3.3%			

⁷ In 2011, a further \$78,000 was provided directly to Ministry of State Administration (MAEOT) for the implementation of toilets for vulnerable households. The Department of Sanitation provided some input to MAEOT based on the learning from the evaluation, however were not in a strong position to influence delivery

⁸ As a result PAKSI was still being implemented at the time of the Sanitation & Hygiene Impact Evaluation in May 2012.

⁹ For example, based on the positive feedback received from the MoH around PAKSI, it is assumed that the short timeframe of the PAKSI implementation explains the lower rates of improved sanitation and use of the toilets.

Table 1: Summary of Sanitation and Hygiene Impact Evaluation (May 2012)								
access to basic sanitation								
% of people in target areas with	53%	40.3%	30.2%	35.3%	40.2%	30.9%		
access to improved sanitation								

1.4.1 KEY FINDINGS

The CLTS+I approach had the highest rates of access to sanitation: improved sanitation was 53%, with basic and improved sanitation at 86.5%). The consistent use of toilets also had the highest rate of 60%. The CLTS+I focuses on all aspects: sanitation demand, supply side and additionally the involvement of local leaders which was seen as positive by community members.

The CLTS+I had a higher number of improved latrines than other intervention areas and anecdotally this is linked to the availability of sanitation products in CLTS+I intervention areas.

1.4.2 COST EFFECTIVENESS OF APPROACHES

CLTS+ approach has proven to be the most cost effective to date, however there are a number of improvements to the CLTS+ approach proposed. In addition, costs could be influence by scale e,g PAKSI may have a reduced cost per beneficiary, once implemented at scale.

The addition of a substantial incentive fund to the CLTS+I programme has increased the costs per beneficiary for the programme. In the longer term it has to be determined which of the programmes has produced the most sustainable results, especially the number of toilets still in-use after one year post ODF verification. It also has to be determined if there are more cost-effective methods of engaging the local leadership in improving sanitation, through a similar competition monitoring structure rather than through an incentive program.

1.4.3 THE IMPACT OF SUBSIDY PROGRAMS ON THE PROGRESSION FROM A BASIC TO AN IMPROVED TOILET

Overall, while non-subsidized sanitation approaches were effective in engaging households to take the first step on the sanitation ladder by building a basic toile, the majority of community members interviewed believe they had "complied" by building a toilet and now were waiting/hoping to receive materials to allow them to upgrade their toilets. Communities often stated that they engaged in the program to receive materials for an improved toilet. Whether this is a vestige remaining from subsidized programs that used to predominate in Timor-Leste or incorrect information it is critical that **all actors in the sanitation sector implement in accordance to the NBSP and convey the same messages about clear criteria to receive a subsidy**. Community members expressed confusion in the process,

which can lead to distrust and reticence to participate in unsubsidized approaches.

Competing priorities on the household income were often noted as a barrier to using household funds for improved sanitation "If we only use our money for toilet construction there is no problem, but we also use our money for other

Programme	Contract Value	Beneficiaries	Cost per beneficiary
CLTS+	\$160,593	6434	24
CLTS+I	\$99,622	1333	74

773

45

Table 2: Cost per beneficiary for Non-subsidized Approaches

\$35,253

needs such as paying school fees, so we have to save money for our children's school." [Focus Group Discussion, Builicon, Balibo, Bobonaro]. Mobile phone ownership and use in TL has increased dramatically over the past three years, indicating there is a level of household income available for priorities. Marketing of accessible sanitation products at an affordable price, along with triggering events that engage households in "wanting" a toilet are essential to continue to support.

PAKSI

1.4.4 ACHIEVING OPEN DEFECATION FREE STATUS

While communities are keen to participate in sanitation, there were challenges to attaining ODF, apart from in the CLTS+I where 88% of those triggered went onto achieve ODF. The evaluation has found that the facilitation skills of the partners to engage with the communities on a regular basis and to provide technical advice on building toilets has

been key to achieving ODF. "The training organized by Maladoe was an effective way to change our behavior. The training was practical and it provided people with on-site technical support." [Chefe Suco, Acomano, Liquica]

Across all approaches, the **distance of some remote households from the community impacted on their participation.** Those households far away from where triggering events were conducted and from the communities' dissemination networks were seen to be marginalized from sanitation promotion activities. In the case of the CLTS+I program, the NGO staff explained that they would spend hours walking to distant households to check on sanitation status and provide technical and motivational support, but because of the time and effort to reach these locations, would usually only visit each house once. Also integral to engagement is making improved sanitation options within the perceived reach of the community. To improve effectiveness of any sanitation approach to achieve 100% ODF i.e. reaching those remote households it is imperative that **implementation mechanisms, and staffing take into account difficult to reach populations**.

1.4.5 PAKSI PROGRAM

The PAKSI pilot programme commenced 5 months prior to the evaluation, and due to the wet season is unlikely to prove its full effectiveness and or cost effectiveness until it has run for a nine month period. PAKSI is integrated with Ministry of Health district and sub-district programs and it is expected that the gains from the PAKSI approach will be better sustained, however many of the lessons from the Sanitation and Hygiene Impact Evaluation will be incorporated into the ongoing development of PAKSI.

ANNEX 7 – SUMMARY OF PERSONNEL INPUTS

Table 1: Indicative Long Term Personnel (months)

Roles	WoLWP#1 Jan2009 Sep07-Sep12 1AUD=USD0.7 0	WoLWP#2 ¹⁰ Sep2010 Sep07-Jun12 1AUD=USD0.8	Forecast end of program ¹¹ to 16Sep12	Notes
International Long Term Personnel				
Program Team Leader -	60	57.5	60	WoLWP#1 + inception period New Team Leader Feb 2009
Program Coordinator (Operational role)	0	18	25.5	From Sep 2010
(Organisational and) Capacity Development Advisor	60	51.0	52.5	Gap in role Jun 2010- Jan 2011
Environmental Health Advisor	46	34	45.0	Implementation period
WS&S Engineering Advisor 1 (WSEA1), previously RWSSA	50	39	39.2	Implementation period
WS&S Engineering Advisor (Transition)	0	0	2.5	New role for extension period
National Engineering Advisor, previously WS&S Engineering Advisor 2 – Hydrology	47	45	46	14 mths via WSI
Sanitation Advisor	44	43	45.5	14 mths via WSI
Community Development Advisor	43	39	38.3	Ended early June 2012
Gender Advisor	12	24	24	14 mths via WSI
Behaviour Change and Communication Advisor	22	27.5	30	12 mths via WSI
District Engineering Advisor 1	38	22	30.5	14 mths via WSI Delayed recruitment due to late WSI
District Engineering Advisor 2	38	19	28	14 mths via WSI Delayed recruitment due to late WSI

¹⁰ As reflected in Contract Amendment 7 ¹¹ As reflected in proposed Contract Amendment 9

Roles	WoLWP#1 Jan2009 Sep07-Sep12 1AUD=USD0.7 0	WoLWP#2 ¹² Sep2010 Sep07-Jun12 1AUD=USD0.8	Forecast end of program ¹³ to 16Sep12	Notes
Water Resources and Groundwa1990 dayster Advisor	0	12	24.6	via CCAI funding also Water Resource and Climate Adaptation Advisor
Completed roles Community Management Advisor Environmental Health Advisor (Inception) Rural Water Sup and Sanitation Advisor		-		CMA (inception) became CDA EHA (inception) became EHA RWSSA (inception) became WSEA1
Social Training Advisor	(18)	(18)	(18)	
Sub-total completed roles	47	47	47	
International sub-total	506	478	538.6	Months
Local staff				
Program Operations Manager	59	50	58.5	WoLWP#1 + inception period
2 Community Development Officers	102	116	121	
12 District Community Development Officers	516	431	461	Delayed approval of WoLWP#1
Monitoring & Evaluation Officer	44	41.5	44	
Gender Development Officer	42	36	38.5	
2 National Training Officers	86	67.5	72.5	
2 WS Technical Supervisors 1&2	88	77.5	82.5	26 mths via WSI
Operational Locally Engaged Staff	1,064	1,071	1,194.7	47 mths via WSI; includes drivers, cleaners, administrative and financial staff
TOTAL	2,507	2,356.5	2,606.3	155 via WSI

¹² As reflected in Contract Amendment 7 ¹³ As reflected in proposed Contract Amendment 9

Table 2: Indicative Short Term Specialists (by days)

Role	WoLWP#1	WoLWP#2 ¹⁴	Forecast	Notes/comments
	Jan2009	Sep2010	program ¹⁵	
	Sep07-Sep12		To mid Sep12	
	1AUD=USD0.70	Sep07-Jun12 1AUD=USD0.80		
Inception phase				
Strategic Framework Specialist	105	127	127	The focus of the inception phase
				was development of a Program
PSF Lesson Learnt Specialist	10			Strategic Framework and other
PSF Review Specialist	7			major analytical pieces.
	-			Feb 2008 for period Jun08-Aug12
Unallocated	5			
Also Gender & Sanitation specialist				Incorporated below
Implementation				
M&E specialist	330	455	437	391+46 (USTA)
Sanitation Policy Specialist	76	123	167	Implementation period
Gender Specialist	60	32	56	
Information Management	120	170	289	Main focus for this role has been
Specialist				establishment of SIB and
				handover – original inputs underestimated
				251+38 (USTA)
MTEF Specialist	210	278	196	MTEF process was not supported
				by GoTL; focus on long term
				experiature
				149+47 (USTA)
Policy and Planning Specialist	180	143	189	113+76 (USTA)
Sector Strategy Specialist	180	86	86	
Instructional Design Specialist	120	102	168	
Environmental Specialist	120	10	10	Some of this specialist role was taken up by the CCAI funded full

 ¹⁴ As reflected in Contract Amendment 7
 ¹⁵ As reflected in proposed Contract Amendment 9

				time adviser
Handwashing Specialist	0	0	122	Originally from unallocated
Unallocated STA – CP	315	169	89	
Unallocated STA – WSI		266	59	266-207 (allocated to other roles)
Total	1,838	1,971	1,995	Days

Table 1: Funding Sources

Funding source and contract category	Contract Value (Amend 9)	Expenditure Sep 2007- Sep 2012	Balance
	AUD	AUD	AUD
Country Program Funds	\$28,203,186	\$27,998,951	\$204,235
Water & Sanitation Initiative	\$11,880,247	\$11,852,385	\$27,862
Climate Change Adaptation Initiative	\$995,754	\$633,124	\$362,630
BESIK PROGRAM TOTAL	\$41,079,118	\$40,484,461	\$594,727



Table 2: Indicative Expenditure by Objective

	Objective 1 Enabling	Objective 2 Rural Water	Objective 3 Sanitation &	TOTAL AUD
	Environment	Supply	Hygiene	
Imprest	\$3,806,509	\$8,983,361	\$2,436,166	\$15,226,035
Non-imprest	\$7,072,359	\$13,639,550	\$4,546,517	\$25,258,426
TOTAL AUD:	\$10,878,868	\$22,622,911	\$6,982,682	\$40,484,461



Table 3: History of Budgets

CATEGORY	Jan2009 WoLWP#1 Sep07-Sep12 1AUD=USD0.70	Sep2010 WoLWP#2 ¹⁶ Sep07-Jun12 1AUD=USD0.80	Amendment 9 Sep07-Sep12	Notes
	AUD	AUD	AUD	
Non -Imprest	\$28,473,135	\$25,252,357	\$25,732,748	 Expenditure lower than WoLWP#1; total inputs greater
Imprest	\$22,278,696	15,826,832	\$15,346,440	 Av FX rate over life of program ~1AUD=USD0.96. Final USD expenditure close to WoLWP#1 estimate
Total	\$50,751,832	41,079,188	41,079,188	

¹⁶ As reflected in Contract Amendment 7

Indicative - categories and key activities.

		AUD\$	
CATEGORY / IMPLEMENTER	ACTIVITIES	VALUE	%
BESIK	262	1.721 m	11.3%
Assets for Timor-Leste Government Ministries ¹⁷	1	0.414 m	2.7%
Hand-Washing With Soap / Sanitation Research & Monitoring Evaluation	1	0.106 m	0.7%
Pilot Operations & Maintenance Project	1	0.087 m	0.6%
Consultants – International	27	0.386 m	2.5%
Consultants – Local	75	0.165 m	1.1%
Contractors	84	3.195 m	21.0%
Buka Timor Hamutuk, pipe and materials supplies	37	1.579 m	10.4%
Fugro Airborne Surveys Corp., geophysical surveys	1	0.383 m	2.5%
BJM Construction Builder's Unipessoal Lda, various construction services	5	0.180 m	1.2%
Geotechnik Ltd, well drilling	1	0.153 m	1.0%
CALTECH, various services	8	0.133 m	0.9%
Government of Timor-Leste	240	1.696 m	11.1%
Direccao Nasional dos Servicos de Aqua e Saneamento (DNSAS)	127	0.802 m	5.3%
Ministry of Health (inc Health Promotion and Environmental Health)	59	0.711 m	4.7%
SAS- All Districts	40	0.114 m	0.7%
INGOs	17	1.513 m	9.9%
Triangle GH, Covalima 5 Water System Projects	1	0.781 m	5.1%
Plan Timor Leste, baseline surveys	2	0.222 m	1.5%
Oxfam Australia, Oecussi activities	1	0.156 m	1.0%
World Vision, 2 water systems	2	0.145 m	1.0%
Institutions	29	1.350 m	8.9%
Centro Nacional de Emprego e Formacao Profissional, GMF and other training	7	0.292 m	1.9%
Institute Teknologi Sepuluh November, Surabaya, Indonesia, scholarships	2	0.460 m	3.0%
NGOs	174	3.966 m	26.0%
Hamoris Timor Oan	17	0.939 m	6.2%
Centro Pupuh Ira Timor	19	0.611 m	4.0%
Amizade	14	0.467 m	3.1%
Tuna Mutin Fundasaun	8	0.230 m	1.5%
Fundasaun Bia Hula	10	0.227 m	1.5%
Naroman Timor Foun	10	0.202 m	1.3%
Malaedoi	7	0.175 m	1.1%
Suppliers	70	1.227 m	8.1%
H2O Pump and Power, bore holes	6	0.352 m	2.3%
UD Palma MTC, motorbikes	2	0.197 m	1.3%
Silkar International, Lda, electrical systems	2	0.153 m	1.0%
Startec Enterprises Lda, pump systems	5	0.115 m	0.8%
GRAND TOTAL	963	15.226 M	100.0%

¹⁷ This represents one asset purchase. Total asset purchases, activities on behalf of GoRDTL are higher.

ANNEX 12 – TRAINING SUMMARY STATISTICS (JUNE 2012)											
Skills Area	Participants			No. of No. of Trai activities days	No. of Training days	ng Response to course completion evaluation que use in my job what I've learnt in the training' (n question: 'I w 'ng' (% of respo	uestion: <i>'I will be able to</i> ' (% of responses)	
	Males	Females	Total	delivered		Strongly Disagree	Disagree	Don't know	Agree	Strongly Agree	
Communication	143	29	172	5	1384	0	0	1	48	51	
Community Engagement	690	294	984	30	4976	0	0	2	56	42	
Gender	741	381	1122	46	1840	0	1	1	57	41	
GMF Finance Training	154	152	306	41	466	3	0	5	16	76	
GMF Technical Training	570	294	864	58	4608						
Health service delivery	960	655	1615	40	25945.5	0	0	1	52	47	
Program management	529	180	709	20	2144	0	1	0	53	45	
Rural Water Guidelines	177	23	200	16	267	0	0	5	65	30	
Sanitation service delivery	458	111	569	20	2085	0	2	2	53	43	
SIBS	62	17	79	9	79						
Water Resources Management	5	1	6	6	50						
Water service delivery	415	122	537	31	1852.5	1	0	3	69	28	
Other	78	34	112	3	236	0	2	0	60	38	
Totals	4982	2293	7275	325	45933						



ANNEX 13 – SUMMARY OF RECOMMENDATIONS FOR BESIK2

DELIV	ERY OF SUSTAINABLE RURAL WATER SERVICES
1	BESIK2 will be working with a newly elected government that is likely to be preoccupied for its
	first six months. It will important for AusAID and BESIK2, however, to find the space for
	dialogue on priority issues in the sector, particularly sustainability and at-scale.
	Depending on the new Government, BESIK2 could use the National Strategic Development Plan
	and associated targets as a basis for this dialogue.
2	BESIK2 to work with both DNSA and ministerial levels of government to gain recognition of the
	importance of a service delivery (as opposed to infrastructure delivery) approach and the
	importance of trialling alternative institutional options for service provider models are
	appropriate to the Timor-Leste context.
3	BESIK2 to work with a range of stakeholders to undertake trials of options for a service delivery
	approach including operations and maintenance. An effective trial of such models will require
	significant preparatory work including addressing existing gaps in the institutional framework
	(e.g. asset ownership) and addressing public financial management constraints in terms of
	multi-year commitments and fiscal decentralisation. Efforts to improve the supply chain for
	spare parts and offering a national contact for specialised technical assistance (for instance for
	pump systems) are needed to underpin all service models. Initial steps are outlined in reports
	prepared by BESIK.
4	BESIK2 to work with DNSA, Mol and through whole of government channels to further assess
	the impact of different delivery models for rural water supply and how these models can be
6	aligned.
6	BESIK2 to work with DNSA to strengthen the engagement with the Director General Corporate
	Services within Mol, with clear justification of budget figures, using evidence based
7	presentation on the importance of iNOI investment in services.
/	BESIK2 and DINSAS should continue to:
	Work with higher levels of government to better define water mindstructure asset where the second
	Strongthen the surrent institutional framework, where communities are responsible for
	 Strengthen the current institutional framework, where communities are responsible for ORM for small systems, and gives joint responsibility to communities and DNSA for larger
	Systems that cover more than three communities. Suggested improvements to this model
	include better developed planning and support processes for communities to undertake
	Ω
	between DNSA/SAS responsibilities and community responsibilities capital maintenance
	roles and cost-sharing arrangements.
8	BESIK2 to support DNSA/SAS to identify and justify required district-level human resources and
	on-going staff capacity building, including with respect to technical skills, to be able to
	implement O&M options.
0	BESIK2 to support DNSA to engage globally with the WASH-Cost work (www.washcost info) and
9	to identify further data collection (nossibly a study) on actual maintenance requirements and
	costs. Analysis of the breadth of life-cycle costs for different system types is needed to
	contribute to a stronger evidence base for planning and budgeting of on-going service delivery
	for all sector actors.

10	BESIK2 to work with DNSA, Director General and Ministerial level to gain endorsement of
-	sustainability indicators (e.g. functionality of water systems, GMFs, collection of funds) and
	targets to complement the current focus on coverage; and to ensure resourcing for ongoing
	implementation of SIBS with regular reports being shared at appropriate levels to influence
	decision making.
11	BESIK2 should continue to support DNSA to monitor the use of quality standards for design and

construction and to provide effective support to community-based service providers through sub-district facilitators. Investment is needed in a robust asset registration and information system to underpin O&M planning.

WATER RESOURCES MANAGEMENT

12	BESIK2 and AusAID should focus on policy dialogue on the importance of managing Timor- Leste's water resources, including discussion on where the responsible directorate should be best located to be able to effectively manage Water Resources.
13	BESIK2 and AusAID should continue to support DNCQA (or an alternative Directorate for Water Resources) for at least three years through the provision of an international specialist. A revised capacity development plan should be developed with ongoing carefully selected short-term training courses in relevant subjects in the region, through on-the-job training, and with options for in-country field training by specialist groups, including those supplied by GeoScience Australia.
14	BESIK 2 continue to provide technical support to GoRDTL in the approval of the Water
	Resources Policy and Law. BESIK2 should provide technical and financial resources to socialise the policy and law at all levels. The future approval of the policy and legislation will lead to further capacity development needs that BESIK2 will be well placed to support.

CAPACITY DEVELOPMENT

16	BESIK2 to work with Ministries/Directorates to identify options for accessing resources required to deliver training and mentoring activities (e.g. engage the Human Capital Development Fund ¹⁸) and to establish systems for that ensure returnees from scholarships are effectively re-integrated in the work place.
17	Through BESIK2 continue to strengthen opportunities for women to participate in training and
	capacity development activities
18	Through BESIK2, continue to provide resources for mentoring facilitators trained under BESIK
10	to deliver rural WASH activities at the community level.

FRAGILE STATE CONTEXT

¹⁸ The GoRDTL has established two multi-year budget funds within the 2012 budget: the Human Capital Development Fund (HCDF) and the Infrastructure Fund. The HCDF is \$30million and will allow multi-year funding for human resources development (training, capacity building) for strategic development sectors.

19 AusAID, with BESIK2, to engage in policy dialogue with GoRDTL at a senior levels concerning a service delivery approach to WASH (as opposed to an infrastructure approach). Through dialogue reach consensus on how to maximise the sustained impact of current large amounts of capital investment. This is likely to require innovative ways of increasing political commitment to, and thus resources for, non-capital components of WASH service delivery.

COMMUNITY ENGAGEMENT

20	BESIK2 to provide technical support to DNSA, MAEOT and ADN to develop a common approach
	to delivery and ongoing management of rural water supply, using an evidence base from
	experience in Timor-Leste and drawing on lessons from other similar contexts.
21	BESIK2 to work with DNSA, ADN, MoH and MAEOT to further develop systems that recognise
	the role of the community leaders (the Suco Council) in community water supply and improved
	sanitation and hygiene.
22	BESIK2 work with MAEOT and DNSA to review the existing good practice and relevant laws
	governing the responsibilities of the Suco Council and the GMF in water system management to
	formalise the roles of each and relationships of accountability.

EFFECTIVENESS OF SANITATION APPROACHES

23	BESIK2 should continue to work with both DNSC (MoH), DNSSB (MoI) and MAEOT on policy
	dialogue and technical support on rural sanitation programs, in line with the National Basic
	Sanitation Policy. Continued technical support by BESIK2 to the development of the National
	Sanitation Strategy will be key in strengthening an cohesive approach across Government to the
	delivery of sanitation, and combined with further evidence based learning contribute to effective
	models for increased access to sanitation at scale.
24	BESIK2 should work with the TL Government and stakeholders to implement the Sanitation
	Marketing Implementation Plan (SMIP) developed for Timor-Leste. The SMIP recommends that
	BESIK2 has a dedicated team with a business development focus that links to the Sanitation
	Behaviour Change campaign.
25	The BESIK2 Program Design Document (PDD) identifies additional focus on school led total
	sanitation (SLTS). This will need to be resourced fully, and will need to involve the Ministry of
	Education.
26	BESIK2 will need to balance undertaking with sanitation and pilots with GoRDTL demand to scale
	up.
27	BESIK2 should provide technical input to the MoH to increasingly engage with MAEOT on
	sanitation and hygiene initiatives, specifically linking with the District Health Services to further
	develop models to scale-up sanitation and hygiene and to ensure long-term support to sustain
	ODF status.
28	BESIK2 should continue to focus technical and funding support to the MoH and others to
	strengthen facilitation skills and models for mentoring to achieve HH level behaviour change.
29	BESIK2 should continue to work with both DNSC (MoH), DNSSB (MoI) and MAEOT on policy
	dialogue and technical support on rural sanitation programs, in line with the National Basic
	Sanitation Policy. Continued technical support by BESIK2 to the development of the National

Sanitation Strategy will be key in strengthening an cohesive approach across Government to the delivery of sanitation, and combined with further evidence based learning contribute to effective models for increased access to sanitation at scale.

GENDER AND SOCIAL INCLUSION		
30	A sound base has been established for gender-inclusive programming through training, systems,	
	materials and monitoring of women's participation, particularly in the delivery of rural water	
	supply. However these are the initial steps and BESIK2 will need to work with government	
	counterparts to consolidate these successes. In particular, attention is required on encouraging	
	and monitoring achievement of gender balance in GMFs and continual support to identify and	
	resource opportunities for women's participation in sanitation programs.	
31	BESIK2 has an opportunity to monitor the medium-term development and equity outcomes	
	resulting from women's participation, providing both learning for WASH and development, not	
	only in Timor-Leste but globally.	
32	While the building blocks for gender equality have been established for the delivery of rural	
	water supply, given the ongoing scaling up of sanitation BESIK2 needs to maintain a focus on	
	suggestions for gender-inclusive sanitation program, as detailed in the BESIK Gender Impact	
	Report.	
33	BESIK has focused on awareness raising, policy development and some options for PLWD. BESIK2	
	can build upon this by working across Ministries to identify options for GoRDTL to further	
	implement well-targeted support to vulnerable households or individuals in accordance with	
	clear and agreed criteria. BESIK2 could further investigate work with MSS may be a useful co-	
	manager in WASH interventions aimed at responding to the needs of people with disability or	
	other specific vulnerable groups.	
34	Menstrual hygiene is increasingly being recognised as a central WASH issue, impacting on access	
	to education for girls, and for income earning training and other opportunities for women.	
	BESIK2 with the MoH could build on the very initial steps that BESIK has taken to further identify	
	appropriate mechanisms in the Timor context to integrate menstrual hygiene into sanitation and	
	hygiene programs are being developed.	