

Activity Completion Report East Timor Rural Water Supply & Sanitation Program (RWSSP) (2007-2012) also known as BESIK

Bee, Saneamentu no Ijene iha Komunidade

Activity: 43152, East Timor & Indonesia

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THIS IS TO CERTIFY THIS REPORT HAS BEEN COMPLETED IN ACCORDANCE WITH THE AUSAID ACTIVITY COMPLETION REPORT TEMPLATE REGISTERED 184, AND LINKED TO THE CORRESPONDING GUIDELINE, 'COMPLETE AN ACTIVITY COMPLETION REPORT' REGISTERED 185.

Delivery Organisation: IDSS Pty Ltd (in Association with GHD)

EXECUTIVE SUMMARY

This Activity Completion Report was first drafted in mid-2012, in advance of the Independent Completion Review (ICR) of the East Timor Rural Water Supply and Sanitation Program, known as *BESIK*. The ICR took place in August 2012 and BESIK was completed in mid-September 2012, transitioning into the next phase of Australian Government support, 2012-2016. The format of this report complies with internal AusAID requirements and addresses the evaluative questions identified by AusAID to transfer the lessons from this program into the next BESIK phase.

Conceptualised in 2006 as a 10 year intervention, BESIK was mobilised in September 2007 as an initial 3 year contract to IDSS Pty Ltd (in association with GHD), then extended for a further 2 years following an Independent Program Review in 2010. BESIK commenced with an inception period - an extensive analysis and stakeholder consultation that resulted in a five-year, sector-wide, flexible capacity-building workplan. During 2007-20012 BESIK worked most closely with the Ministry of Infrastructure and Ministry of Health in Timor-Leste; other sector partners included INGOS, NGOs, private companies and institutions. In 2010 additional funding was provided for direct service delivery.

Stakeholders and reviewers have recognised BESIK's achievements in Timor-Leste, including¹:

- 67,068 people (7% of the rural population) gained access to basic sanitation (of which 35,955 people gained access to *improved sanitation* using MDG measure/JMP definition [AusAID headline indicator 4]
- 258 rural communities (165 BESIK supported) were declared open defecation free (ODF)
- 222,909 rural people people gained access to *improved water* using MDG measure/JMP definition [AusAID headline indicator 3] through systems directly funded by BESIK and through support to Government
- 58 schools, 34 health posts and 14 health centres gained access to safe water
- 5751 additional households practiced hand-washing (according to proxy indicator: locations with hand-washing facilities and soap)
- An estimated 387,292 people have increased knowledge of hygiene practices [AusAID Headline Indicator 5]
- 31% of water and sanitation committee members are women [AusAID Headline Indicator 6] (For new GMFs formed, 53 % have at least 30% women members, 97% have women in technical or management positions and 14% have female leaders.)
- Substantive results were achieved in support of an improved enabling environment for RWASH services for the poor, including in policy and planning, sector monitoring and coordination, water resources management, community level capacity to plan, manage and maintain services, private and NGO sector capacity, and contributions to the WASH evidence base.

BESIK made a significant contribution to strengthening the RWASH sector enabling environment (27% of investment), increasing access to safe water (56% of investment) and improving sanitation use and hygiene behaviour (17% of investment) in rural communities

¹ As at June 2012

Through strategies directed at community and institutional level, BESIK also made significant progress in creating opportunities for women and men's more equal involvement in WASH processes. Gender responsiveness of government and partner staff at sub-district, district and management levels was developed; quotas were established for community-level training and a quota for women's membership on water management groups (GMFs); and in significant roles (technical and management). Women were recruited as community facilitators; RWASH policies and guidelines incorporate gender equality and social inclusion.

Over the period 2007-12 the context for RWASH services changed significantly and BESIK's flexibility enabled timely response to those circumstances. In 2007 there was very little government investment in rural WASH and limited sector information was being collected. 2010 saw a rapid increase in government capital investment, a welcome development which provided the opportunity to step up progress towards national RWASH MDG targets, but which resulted in additional challenges concerning quality of design and construction and lack of coordination across multiple ministries - key factors needed for sustainable delivery of water supply. By program end, national data collection had advanced significantly and the challenges of an expanded sector had been addressed, although further focus will be needed in the new phase of BESIK.

BESIK's relevance continued to be affirmed. The mid-term Independent Progress Review noted: "RWSSP is highly relevant to addressing Timor-Leste's health problems (diarrhoea, malaria and pneumonia) and increasing rural access to water and sanitation. The approach is relevant to meeting the need for sustainable, self-reliant water and sanitation for remote and difficult to access communities, but RWSSP does need to track changes in context and, therefore, whether other/additional approaches may also be relevant'.

There were other key indicators of relevance. Firstly, the GoRDTL has made rural WASH a clear priority, demonstrated by allocating a significant proportion of its budget to improved WASH coverage and water and sanitation being a Priority 1 area identified by the government under the National Development Plan. Secondly, rural communities themselves are also prioritising WASH, as demonstrated by the allocation within the Local Development Program (PDL). 54% of the 2012 PDL community infrastructure budget is for water supply systems and public sanitation².

Over its five years, BESIK had a strong focus on learning and implemented numerous studies and reviews to inform policy and strategy development that contributed to the knowledge base in the sector. These studies provided significant lessons learned and inform the recommendations in Section 3.4 of this report. Recommendations cover:

- Delivery of sustainable rural water services
- Water resources management
- Capacity development
- Working in fragile states
- Community engagement
- National Suco Development Program
- Scaling up access to sanitation
- Gender and social inclusion

² GoRDTL; Timor-Leste Orsamento Geral do Estado, 2012. Budget Book 3.

CONTENTS

E	Executive summaryi				
Li	st of	Figuresiv			
G	enera	al informationand glossaryv			
1	Α	ctivity Summary1			
	1.1	Summary data1			
	1.2	Activity description			
	1.3	Expenditure/inputs5			
2	A	pproach, Ouputs and Outcomes7			
	2.1	Objective 1:A more enabling sector environment for sustainable, equitable delivery of RWASH services.			
	2.2	Objective 2: Sustainable water systems delivered to targeted communities15			
	2.3	Objective 3: Improved hygiene and sanitation behaviour and practices in targeted communities20			
3	ls	sues, lessons and recommendations27			
	3.1	Relevance27			
	3.2	Appropriateness of objectives and design			
	3.3	Implementation issues			
	3.4	Lessons and recommendations			
	3.5	Handover and exit arrangements50			

Annexes

Annex 1	Program Summary	Statistics -	Access to Safe	Water (BESIK	and GoRDTL systems)
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- Annex 2 Project Summary Statistics Access to Sanitation (BESIK)
- Annex 3 BESIK Performance Assessment Framework
- Annex 4 Comparison of Sanitation Models
- Annex 5 Key Program Dates
- Annex 6 List of Key Program Documents
- Annex 7 Personnel Indicative Inputs and Key Personnel Involved
- Annex 8 Chronology of Contract Amendments
- Annex 9 Financial Summary
- Annex 10 Imprest Summary
- Annex 11 Physical Assets
- Annex 12 Training Summary
- Annex 13 Summary of Recommendations for BESIK2

LIST OF FIGURES

Figure 1: Map of Timor-Leste	1
Figure 2: BESIK Theory of Change	2
Figure 3: BESIK data summary against AusAID WASH Policy objectives (June 2012)	2
Figure 4: Ministries and Directorates supported by BESIK	4
Figure 5: Indicative Expenditure by Objective (Amendment 9)	5
Figure 6: GoRDTL funding for RWASH	8
Figure 7: Training participants	9
Figure 8: Training participants	9
Figure 9: GMF and Community Leaders' Ranking of Water Agencies (SAS) Support for Community WASH	
Activities	17
Figure 10: System & GMF Status	19
Figure 11: Evolution of BESIK sanitation and hygiene approaches	23
Figure 12: National Sanitation Policy Outcomes framed in the National Total Sanitation Ladder of Phased	
Behaviour Change	24
Figure 13: CLTS triggering results	25

GENERAL INFORMATION & GLOSSARY

All figures are shown in AUD, unless indicated.

ACRONYMS

ARF	Adviser Remuneration Framework
AUD	Australian Dollar
AusAID	Australian Agency for International Development
BESIK	Bee, Saneamentu no Ijene iha Komunidade
CAP	Community Action Planning
CBO	Community Based Organisation
CHC	Community Health Centre (Sub-district level)
CLTS	Community-Led Total Sanitation
CNEFP	National Center for Labor and Professional Training (Tibar)
CSO	Civil Society Organisation
CWSSP	Community Water Supply and Sanitation Program
DASD	District Water and Sanitation Department
DHS	Department of Health Services
DNAS	National Directorate for Social Assistance(Direcção Nasional Asistencia
	Social)
DNCQA	National Directorate for Control and Quality of Water (Direcção Nasional
	Contolo e Qualidade de Agua)
DNSC	National Directorate for Community Health (Direcção Nacional Sáude
	Comunitária)
DNSA	National Directorate for Water Services (Direcção Nacional Serviços de
	Água)
DNSAS	National Directorate for Water Supply and Sanitation Services
DNSSB	National Directorate for Basic Sanitation Services, (Direcção Nacional
	Serviços Saneamento Basico)
DTO	District Technical Officer
EHD	Environmental Health Department (Ministry of Health)
EHFP	Environmental Health Focal Point (based in CHC)
GMF	Water Facility Management Group (Grupo Manajemen ba Fasilidade)
GoA	Government of Australia
GoRDTL	Government of Democratic Republic of Timor-Leste
HH	Household
HWWS	Hand Washing With Soap
ICT	Information and Communication Technology
IDSS	IDSS Pty Ltd
LES	Locally Engaged Staff
LTP	Long Term Personnel
M&E	Monitoring and Evaluation
MC	Managing Contractor
MDG	Millennium Development Goals
MEF	Monitoring and Evaluation Frameworks
MRG	Monitoring Review Group
МоН	Ministry of Health
Mol	Ministry of Infrastructure
MSS	Ministry of Social Services
NGO	Non-Government Organisation

National Basic Sanitation Policy
Operations and maintenance
Occupational Health and Safety
Community Action Plan for Sanitation and Hygiene
Program Director
Integrated District Development Plan (Plano Dezenvolvimento Integrado Distrital)
Program Design Document
Decentralised Development Program (Program Dezenvolvimento Desentrilisado)
Public Financial Management
People Living With Disabilities
Family Health Promoter (Promotor Saude Familia)
Request for Tender
East Timor Rural Water Supply and Sanitation Program
Rural Water, Sanitation and Hygiene
District Water and Sanitation Service (Serviço de Águas e Saneamento)
Steering Committee
Sub-District Facilitator
Timor-Leste Strategic Development Plan
Water Information System
Short Term Advisor (Specialist)
Integrated Community Health Service (Servisu Intergradu Saude Communidade)
Terms of Reference
United Nations Development Program
United Nations Children's Fund
Water Supply, Sanitation and Hygiene
World Health Organisation



1 ACTIVITY SUMMARY

1.1 SUMMARY DATA

The East Timor Rural Water Supply and Sanitation Program (or BESIK) was a \$41 million AusAID-funded program implemented from 2007 to 2012. The program was funded from three main AusAID sources: country program funds, the Water & Sanitation Initiative and Climate Change and Adaptation Initiative³. Its goal was to improve health and quality of life for rural Timorese communities through improved behaviours related to water, sanitation and hygiene (WASH) and



Figure 1: Map of Timor-Leste

access to WASH infrastructure. The program was a blend of direct implementation of rural WASH activities and support for improved service delivery by government. Direct implementation and support to GoRDTL WASH programing was used as a mechanism to demonstrate models for improved service delivery and, through this, strengthen the capacity of directorates within BESIK's two counterpart ministries—Ministry of Infrastructure and Ministry of Health.

BESIK's achievements against AusAID WASH policy objectives were significant and all major key performance and delivery targets were exceeded, as shown in Figure 3 and detailed in Annex 3. Only two outcomes had critical ratings – the inadequate level of O&M budgeting by GORDTL and lack of a spare part supply chain. Both of these outcomes have been identified previously and built into the design of the next phase of BESIK, 2012-2016.

³ CP over 5 years; WSI and CCAI in FY0910&1011. CP includes *Building Demand for Better Governance* and *Making Democracy Deliver* contributions. See Anex 9.

Figure 2: BESIK Theory of Change



Figure 3: BESIK data summary against AusAID WASH Policy objectives (June 2012)

1.	Increased access to safe water and basic sanitation	67,068 people (7% of the rural population) gained access to basic sanitation (of which 35,955 people gained access to <i>improved sanitation</i> using MDG measure/JMP definition [AusAID headline indicator 4]) Target: 60,000 people.
		258 rural communities (165 BESIK supported) declared open defecation free (ODF). Target: 80 communities.
		222,909 rural people people gained access to <i>improved water</i> using MDG measure/JMP definition [AusAID headline indicator 3] through systems directly funded by BESIK and support to Government. Target: 195,000
		(BESIK, 62 systems, 77,423 people; and GoRDTL 142 systems and 145,486 people)
		58 schools, 34 health posts and 14 health centres gained access to safe water. Target: 40 schools, 25 health facilities
2.	Improved hygiene behaviour	5,751 additional households in which hand-washing is practiced (according to proxy indicator: locations with hand-washing facilities and soap).
		An estimated 387,292 people have increased knowledge of hygiene practices [AusAID Headline Indicator 5]
3.	Improved participation of women in WASH decision making	31% of water and sanitation committee members are women [AusAID Headline Indicator 6] For new GMFs formed, 53 % have at least 30% women members, 97% have women in technical or management positions and 14% have female leaders.
4.	Improved sustainability of services	Significant outcomes in support of an improved enabling environment for RWASH services for the poor, including in policy and planning, sector monitoring and coordination, water resources management, community level capacity to plan, manage and maintain services, private and NGO sector capacity, advances in gender equality and contributions to the WASH evidence base.

A detailed description of the program and its outcomes are provided in the following sections. Key performance data at June 2012 is provided in Annexes 1-3 and key program dates in Annex 5. Expenditure, staffing and other inputs are described in Section 1.3 and accompanying Annexes 7-10.

The format of this report complies with internal AusAID requirements and addresses the evaluative questions identified by AusAID prior to the Activity Completion Review to transfer the lessons from this program into the next phase.

1.2 ACTIVITY DESCRIPTION

The AusAID-funded East Timor Rural Water Supply and Sanitation Program commenced in mid-September 2007 and was completed in September 2012. Since 2009 the program has been known as BESIK, from the acronym of its Tetum name *Bee, Saneamentu no Ijene iha Komunidade.* BESIK's contract value was \$41 million since 2010. It was managed by IDSS Pty Ltd (in association with GHD). The original scope of the program is defined in the contract between AusAID and IDSS dated 16 September 2007, and through nine subsequent contract amendments (refer Annex 8 for details).

Design and scope. The BESIK PDD⁴ design was based on a review of AusAID's previous Community Water Supply and Sanitation Program (2003-6), conceptualised then as a ten year intervention (5+5 years) commencing with an inception, consultation and planning period that involved analytical studies and development of a Program Strategic Framework (PSF). The PSF ultimately was adapted into the Government of Timor-Leste's (GoRDTL) Rural Water, Sanitation and Hygiene (RWASH) Sector Strategy and became the basis of BESIK's first Whole-of-Program-Life Work Plan (WPLWP1), approved by AusAID in January 2009. From the outset, the program had a strong capacity-building focus. Full mobilisation of the BESIK team took place between January-June 2009.

The GoRDTL Sector Strategy and WPLWP1 had five Component Objectives (called "Functional Areas'), 15 sector general results and a menu of approximately 50 activities were identified for implementation. BESIK was implemented within this design framework during the period 2008-10. In mid-2010, some design limitations were identified, and the program logic was reviewed, leading to the design and scope, set out in Section 3.3.2 and subsequently documented in the second whole of program life workplan, WPLWP2. Many of the 50 activities first identified in WPLWP1 were continued throughout. BESIK's goal of improving health and quality of life in rural Timorese communities was delivered under the three program objectives in Section 2 since August 2010.⁵

The WPLWP1 budget of January 2009 was \$50.7 m, of which \$28.7m had been approved at the time; the rest to be identified from "supplementary" funding. Subsequently, \$12 m from AusAID's Water and Sanitation Initiative was made available in May 2010 with its emphasis on direct, additional service delivery for RWASH infrastructure; a further approximately \$1 million was also provided from the Climate Change Adaptation Initiative for support to Water Resources Management within Ministry of Infrastructure (MoI). The timing and nature of supplementary funding had an impact on

⁴ The original PDD describes four component objectives.

 $^{^{5}}$ This process of design evolution and its implications are discussed in Section 3.2

the program in terms of the balance between capacity building and direct implementation, when additional personnel became available and responding to set timeframes of the initiatives.

Government partners. As a nation-wide program, BESIK worked with an evolving national, district and sub-district government structure, and directly with communities across all of Timor-Leste's 13 districts. The team of international and national staff worked in close partnership with the two government ministries with greatest responsibility for rural WASH— the Ministry of Infrastructure and the Ministry of Health, while also engaging with other key Ministries. Within the ministries, BESIK's main partners were in the following directorates and departments:

Ministry of Infrastructure (MoI) ⁶	Ministry of Health (MoH)		
 National Directorate for Water Services (DNSA) 	 National Directorate of Community Health (DNSC) 		
 District Water and Sanitation Department (DASD) National Directorate for Basic Sanitation Services (DNSSB) National Directorate for Control and Water Quality (DNCQA) 	 Environmental Health Department (EHD) Health Promotion and Education Department (HPED) 		

Aid modality. BESIK was implemented through a managing contractor. The primary aid modality was technical assistance provided through an international advisor team, local technical staff and international specialists combined with activities funded through a \$15m imprest account. Contracts under the imprest account were approved by government counterparts in the directorates responsible for overseeing each contract's implementation. Identification of project implementation areas—and consequently, expenditure of funds—were decided jointly with the relevant counterpart directorate and priority areas agreed upon by both BESIK and the counterparts. Whilst BESIK did not channel funds directly through GoRDTL systems and no funds were pooled with other donor funding, extensive funding was provided for government RWASH programs. BESIK funding of GoRDTL activities included: survey, salary support, design and community engagement of rural water systems, delivery of sanitation and hygiene activities, water resources management tools and WASH-related training.

Governance. The PDD envisaged two bodies to oversee implementation. At the highest level was the Program Steering and Review Group (PSRG), a bilateral forum for policy dialogue and high-level approval process involving ministerial representation from Ministries of Infrastructure, Health and Finance and AusAID. Other members included GoRDTL directors and the BESIK Team Leader. There was an intention that other donors would be involved - USAID was invited to join the PSRG. In 2009, GoRDTL established a system of National Priorities, with National Priority 1 covering infrastructure. Since it had a very similar membership, the National Priority 1 Working Group (NP1WG) replaced the

⁶ The Organic Law of the Ministry of Infrastructure came into effect in January 2012, with a changed structure and Directorate names. This reflects the new structure as at January 2012.

PSRG. However, this arrangement did not provide the same opportunities for RWASH policy dialogue that had been expected of the PSRG.

Complementing the PSRG was the Program Management Group, established under BESIK as a mechanism for management-level alignment of major donor programs. The PMG was jointly chaired by the Directors of DNSAS, Mol Corporate Services and DNSC. Initially, it only involved BESIK but was later expanded to include USAID and UNICEF; departmental heads also participated. The PMG met on a six-monthly basis, but as with the NP1WG, did not provide for substantive policy dialogue or direction for BESIK.

Monitoring. Monitoring of the program was provided by an independent panel appointed by AusAID, the Monitoring Review Group (MRG). AusAID, GoRDTL counterparts and a representative of the managing contractor were members of the MRG's first three in-country assessments, conducted in February 2008, October 2008 and June 2009; a GoRDTL representative was not available full time for such reviews. In the fourth MRG, April 2011, the contractor representative participated as observer. AusAID conducted a mid-term Independent Program Review (IPR) in April 2010. BESIK was also reviewed during the Office of Development Effectivenss *Independent Evaluation of Water Supply And Sanitation Service Delivery In East Timor And Indonesia* in late 2008⁷. Adviser roles were reviewed as part of the in-country component of AusAID's broader adviser review of 2010.

1.3 EXPENDITURE/INPUTS

Funds. BESIK commenced as a design and implement activity; the value of the inception phase three-year contract was \$8.4 million. It concluded with expenditure under \$41 million.



Figure 5: Indicative Expenditure by Objective (Amendment 9)

During the inception/design phase, AusAID identified that additional funding could be provided for East Timor, principally from the \$300 million AusAID Water and Sanitation Initiative (WSI) and potentially from other "supplementary" sources. As a result, a budget of \$50.7 million was approved through the WPLWP1 design process of which \$28.7 m was shown as confirmed. It was envisaged at the time that \$12m in "supplementary"

funds through the Water and Sanitation Initiative (WSI) could be made available in July 2009; a WSI Design Mission took place in April 2009 for this purpose. Ultimately, WSI funding was approved following the development of the WSI Workplan and only became available in May 2010. A further approximate \$1m was also to be made available through the Climate Change Adaptation Initiative. The history of funding levels is provided in Annex 8. A summary expenditure and budget by funding

⁷ AusAID, 2009.

source is provided in Annex 9, Table 1. Annex 9, Table 3 shows at-design, mid-program and end of program funding levels.

Human resources and other inputs. By value, approximately 27% of BESIK assistance was provided through technical advice/advisers (TA). The contribution of such TA within each of the three Objectives is provided at Annex 9, Table 2. Input totals by international long term personnel and local technical personnel and days of inputs by short-term specialists are detailed in Annex 7, which also provides a comparison of at-design, mid-project and forecast finals. The data indicates that over the life of the program the total inputs were comparable to that anticipated at time of WLWP1. A team of approximately 12 international long-term adviser roles provided inputs over the life of the program (indicative total: 540 months). Over 20 locally-engaged technical and program personnel were also engaged (indicative total: 900 input months). Additionally, inputs were provided through 8 key short-term specialist roles, plus a range of discrete unallocated specialist inputs (indicative total: 1,995 days).

In addition to programmed technical advice, through the \$15 million imprest account, funds were used to procure a range of resources and services, including those from specialist and local consultants. Imprest funds were also used to purchase equipment (vehicles, instruments, technology); to provide short-term salary support for counterpart staffing (e.g. 88 Sub District Facilitators); and various forms of training (development of courses, workshops, scholarships). The imprest fund was also used to procure services and development support for sector partners (INGOs, NGOS, training institutions and private sector), which included training, community engagement and mobilization, water service delivery, operations and maintenance training, surveys and research, and supplies for service delivery. An indicative summary by category of recipient is provided in Annex 10.

2 APPROACH, OUPUTS AND OUTCOMES



2.1 OBJECTIVE 1—A MORE ENABLING SECTOR ENVIRONMENT FOR SUSTAINABLE AND EQUITABLE DELIVERY OF RWASH SERVICES

BESIK focused on strengthening capacity in the rural WASH sector—particularly that of government—and used service delivery as a platform for trialling and consolidating scalable approaches. This achieved broad and significant changes in the rural WASH sector enabling environment. Most notably:

- Actors in the sector have an improved policy framework within which to operate. When BESIK commenced, there were no policies in place for WASH delivery. By program end, separate water supply, water resource and sanitation policies were developed collaboratively and have strong ownership by government.
- Government leadership was enhanced, with greater engagement in WASH services by Directorates. Previously RWASH service delivery was almost entirely left to civil society organisations. Through the trained Sub-district Facilitators (SDF), GoRDTL now has staff capacity at sub-district level to extend WASH support directly to rural communities. The increased engagement of DNSC and DNSSB in sanitation and hygiene was recognised by the sector through Sanitation Policy development, research and trialling of approaches.
- DNSA developed a strong rural focus and staffing capacity and motivation to deliver rural WASH services, whereas previously the focus was just on building infrastructure. There is a broad understanding within the Directorate, and at district level, of the need for Government to play a role in the life-cycle of rural water systems - not just in building them. Repeatedly, DNSA has included operational and maintenance budgets in their annual submission. However, further dialogue at senior levels is required to raise awareness about the importance of financing rural water services, rather than only infrastructure.

- Policies, guidelines and manuals which have been developed integrate gender and social inclusion.
- Sanitation and hygiene achieved prominence in the sector and attracted support and interest from a broad range of government departments. Sanitation was allocated significant government funding for the first time since independence.
- The Government of Timor Leste became the single biggest financer of rural water supply systems and allocated more than \$25 million to rural WASH construction in the last four years (refer Figure 6).
- The National Directorate for Control and Quality of Water (DNCQA) now have a basic system established which is being used for monitoring changes in groundwater resources across Timor-Leste.

Figure	6:	GoRDTL	funding	for	RWASH
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USD	2009	2010	2011	2012
Rural Water Capital (DNSAS, PDD)	700,000	5,500,000	8,900,000	6,865,000
Rural Sanitation (Capital & service delivery)	-	200,000	78,000	2,400,000 ⁸
Hygiene Promotion (MoH)	_	3,000	3,000	5,000
Total	\$702,009	\$5,705,010	\$8,981,000	\$5,000

2.1.1 KEY RWASH POLICIES AND STRATEGIC FRAMEWORKS IN PLACE

BESIK's initial contribution to strategic frameworks in 2008 was the collaborative development of the Government's RWASH Sector Strategy (2008-2011). This was an important output and brought together sectoral stakeholders to plan and coordinate delivery of RWASH services. Following on from the Sector Strategy, BESIK facilitated the development of three new national-level GoRDTL policies: a National Basic Sanitation Policy (NBSP); a National Water Supply Policy; and the National Water Resources Policy.

BESIK played the lead role in stimulating these policies. They were drafted by BESIK short-term and long-term advisers, working closely with directorate staff in the relevant government ministries. At program end, the National Basic Sanitation Policy had been approved by Council of Ministers and gazetted, the National Water Resources Policy was submitted to Council of Ministers but not yet discussed and the National Water Supply Policy is in final draft with further high level consultation on key elements such as ownership of assets. These three policies represent a tangible output of BESIK support, which has involved significant contributions from four long term advisers and almost 300 days of short-term specialist input. BESIK's approach to policy development was highly collaborative and engaged a full range of stakeholders, as documented in BESIK's 2012 review of its contribution to the enabling environment.⁹ This was a lengthy process, which in the case of the National Basic Sanitation Policy was carried out over a period of three years. The policy dialogue

⁸ This amount has been allocated from the Infrastructure Fund to rural sanitation. The actual plan for delivering these funds is still being discussed by DNSSB and ADN.

⁹ BESIK, 2012. BESIK's contribution to the enabling environment for rural WASH service delivery in East Timor—a critical assessment.

between government and sector partners was used by BESIK to support government directorates generate an understanding of the issues in specific areas and how these might best be addressed.

In parallel with policy development, BESIK allocated considerable resources to developing the approaches, strategies and content to guide policy development or that will operate within the frameworks provided by the new policies. Achievements in this area include:

- Sanitation. Joint Sanitation Evaluation; sanitation demand research; piloting of the Total Sanitation Campaign approach; piloting of the Community Action Plan for Sanitation and Hygiene (PAKSI); piloting of the Suco Sanitation Incentive Scheme; and trialling of a sanitation marketing scheme. BESIK also provided technical and funding support to the Ministry of Health (DNSC) and Ministry of Infrastructure (DNSSB) to develop a shared sanitation strategy which will detail a clear road map to achieve the targets set within the Timor-Leste Strategic Development Plan, by 2015 and by 2030. BESIK is working with DNSSB and Ministry of Social Services (MSS) to develop clear criteria linked to the National Basic Sanitation Policy (NBSP) for subsidy programs.
- Hygiene promotion. Formative research into hygiene behaviours; a study on pathways to scaling up hand washing with soap (HWWS) (including options for private sector engagement); formative research into HWWS; and development of a mass-media campaign to promote HWWS.
- Water supply. Study of community perceptions of government WASH service delivery; assessment of RWASH sustainability issues in two districts; revision to the National Rural Water Guidelines; study to propose optimal institutional arrangements for operation and maintenance (O&M); piloting of an approach to strengthen water supply O&M by building links between community groups (GMF) and district agencies (SAS).
- Water Resources. In partnership with Geosciences Australia BESIK developed a National Hydrogeology Framework, including the first National Hydrogeological Map of Timor-Leste and a National Groundwater Monitoring Field Guide.

2.1.2 TRAINING INSTITUTIONS AND INDIVIDUALS PROVIDING SPECIALISED TRAINING IN RWASH DELIVERY

BESIK made a major investment in developing training capacity within the sector, focussing principally on enhanced training skills of government personnel. All training targets were met - over

7,275 participants (2,293 F) were trained by June 2012 against a target of 3,500

(see Figure 7).

Individuals. BESIK improved the skills of 369 trainers within MoH, MoI and NGOs. For MoH this involved developing materials for and funding training of an existing national level Master Training Team (MTT) and District Training Teams. When BESIK commenced, MoI or DNSAS did not have an equivalent cadre of



Figure 7: Training participants

trainers. With BESIK support, a cadre was developed, with the objective of training community members on different aspects of managing their water system (in support of *Decree Law 2004/4* which gives such responsibility to communities). BESIK, working with DNSAS, created a cohort of 90 Master Trainers (21 women, 69 men) - a mix of government and NGO staff capable of training in four key technical areas —community engagement (CAP), Community Led Total Sanitation (CLTS), Technical Training for the community management groups (GMFs) and WASH behaviour change and communication (BCC). Fifty-two of the 90 Master Trainers (58%) were government staff; they delivered 191 training events and as a result of this improved capacity, there was a significant scaling up of skills across Timor-Leste for better managing rural WASH services.

Training Institutions. Training institutions engaged by BESIK included universities, private sector contractors, government agencies and local NGOs. BESIK's approach to develop capacity within training institutions was to increase the availability of 'on-demand' training courses — by finding the best local partners for each training event rather than building up the capacity of any particular institution. This approach included: engaging training institutions to deliver existing programs; working with some technical training providers to develop tailor-made courses to train trainers and staff from government and other agencies; and direct technical assistance by BESIK staff to develop ToT modules and provide training to staff from government and NGOs. Of note are the RWASH courses developed and delivered by National Center for Labor and Professional Training (CNEFP) at Tibar. At program end, there are 21 customized RWASH training courses available for on-demand delivery through training institutions.

2.1.3 RWASH AGENCIES PROMOTING GENDER EQUALITY IN RWASH DELIVERY

BESIK contributions to institutional strengthening for gender equality worked at two levels: awareness of gender within WASH by all personnel and promotion of gender equality in WASH activities and employment. BESIK supported gender and social inclusion principles to be clearly articulated in policies, guidelines and manuals. BESIK supported research included gendered analysis. BESIK's support of RWASH agencies, particularly government departments, saw an increase in the number of women engaged in rural WASH and increased awareness of gender equality amongst male and female staff.

BESIK worked to ensure that women are provided with training opportunities and supported to take them up. The Gender and Social Inclusion Report¹⁰ notes that women's participation in training events supported by BESIK averaged 30%. It attributes this to quotas applied to training events, particularly for GMF members. BESIK also worked to increase the number of women working in DNSAS. With 2 female District Technical Officers and 22 female Sub District Facilitators (SDF) in June 2012 women made up 15% of the 342 DNSAS staff members (up from 10% in 2008). BESIK played a direct role in facilitating DNSAS to encourage women to apply for the SDF position through practical measures such as advertising the positions amongst NGO networks and stating that there would be provision for motorbike riding lessons so that such skills would not be a barrier for women.

BESIK's work to improve gender sensitivity focused on community facilitators, Department Heads and District Managers. Through guidance materials and training, BESIK developed greater gender

¹⁰ BESIK, 2012. Gender and Social Inclusion Report

awareness amongst SAS, MoH and NGO community facilitators. The Gender and Social Inclusion Report notes that this appears to have increased community acceptance for women's more active involvement in WASH activities. Gender sensitivity is a product of both leadership and training. BESIK supported the DNSAS appointed Gender Focal Point and actively supported the establishment and work of the Gender Focal Point Working Group. BESIK also supported the development and delivery of gender training to district staff from both SAS and MoH.

The gender impact of the program is further analysed in Section 3.4.7.

2.1.4 DNSAS AND SAS IMPROVING HR PRACTICES, FINANCIAL PLANNING AND REPORTING

As identified in Figure 6 above, during BESIK's implementation there was a quantum increase in GoRDTL budget allocated to rural WASH, mostly for construction of rural water systems. BESIK does not claim responsibility for this increase, which largely came about through government decisions to allocate capital funds to the districts according to district-determined priorities. However, BESIK contributed to DNSAS organisational and technical skills to be able to deliver this increased funding in an efficient and sustainable way. BESIK provided complementary funding for key aspects of service delivery of rural WASH, to maximise the sustainability of rural water systems.

National Directorate for Water Supply and Sanitation Services (DNSAS). Improved institutional performance within DNSAS occurred through extensive mentoring support to senior DNSAS staff by the BESIK team over the length of the program. Towards the end of the program, BESIK's full-time Organisational and Capacity Development (OCD) Adviser worked with the DNSAS Director and senior staff to review operations and build effective management systems, including documenting functional roles for each directorate and establishing new organisational structures for the newly established National Directorate for Water Services (DNSA) and National Directorate for Basic Sanitation Services (DNSSB), resulting from the Ministry of Infrastructure Organic Law passed in January 2011. The BESIK Engineering Advisers mentored DNSA technical staff, the Sanitation Adviser and Sanitation Marketing Mentor worked with DNSSB, the Community Development Adviser with the District Water and Sanitation Department (DASD) and the Program Team Leader (PTL) with all senior staff. This mentoring resulted in increased confidence of Directorate staff in their management responsibilities and improved leadership within the sector both at district and national level. Mentoring was complemented by formal training for DNSAS staff, including: a two-year Rural Water and Sanitation Management Diploma at the Surabaya Institute for Technology (ITS) for sixteen staff (all male); gender training; support for three staff members to complete post-graduate degrees; and management training for senior staff.

From a strategic financial planning perspective, BESIK worked closely with DNSAS to help senior staff collate data about needs in the sector and to argue persuasively in support of their budget submissions. At a practical level, BESIK worked extensively with DNSAS to improve its budget development process. This included assisting DNSAS to establish a Budget and Planning Working Group and develop a consultation process to prepare annual plans and budget justification papers. Rather than development of a medium-term expenditure framework (envisaged in the first BESIK whole of life workplan) short-term finance advisory support was focused on improving systems for public financial management, including identifying constraints within financial procedures.

District Water and Sanitation Service (SAS). BESIK facilitated the recruitment of, and provided the training and management oversight of 100 new SAS staff—88 Sub-district Facilitators and 12 District Technical Officers. This was arguably the most strategic output of BESIK's work and original design. These personnel extended government engagement to the community level (with the SDFs conducting Community Action Planning and training community groups (GMFs) and enabled SAS to carry out survey, design and construction supervision for rural water supply schemes. BESIK also provided training and mentoring for each of the SAS District Managers and Community Water Supply District Officers (CWSDOs). BESIK supported SAS with resources so that those who had been trained could undertake their work, including procurement of motorbikes, office furniture, computers and survey and design equipment.

The BESIK District Functional Analysis Survey of District Managers indicated that managers developed a clearer understanding of their roles and duties than previously. Of particular note, the survey identified that the quality of quarterly reporting improved, there were significantly stronger relationship between SAS and District Administration and increased confidence amongst District Managers to engage with contractors and demand good quality construction.

National Directorate for Community Health (DNSC). BESIK contributed significantly to the institutional performance of DNSC. Three BESIK long-term advisers provided mentoring to develop the Environmental Health Department (EHD) and Health Promotion & Education Department (HPED) capacity for WASH behaviour change promotion, including in the areas of strategic direction, budget preparation and technical approaches. Significant outputs include training and supply of materials to strengthen hygiene promotion through the Integrated Community Health Service system (SISCa Table 4) by 2,465 community health volunteers (PSFs) and BCC training for the MOH national and district Master Training Teams. BESIK also supported options for key DNSC staff to gain a greater understanding of recent developments in the global sanitation and hygiene approaches through targeted study tours and participation at international conferences. BESIK has also supported DNSC with office space, a vehicle for EHD and motorcycles for 13 DPHOs.

2.1.5 DNSAS AND DNSC COORDINATING THE PREPARATION AND MONITORING OF SECTOR PLANS

At national level, there were three indicators for this outcome: (1) WASH Forum functioning and chaired by DNSAS; (2) Sanitation Working Group functioning and chaired by DNSC; and (3) Water and Sanitation Information System established and maintained by DNSAS (this system is referred to as SIBS —*Sistema Informasaun Be'e e Saneamento*). These first two outputs were delivered with BESIK playing a strong role in encouraging the coordination mechanisms and supporting GoRDTL partners to provide leadership. SIBS was established and is functioning. However, it is not yet being maintained by DNSAS and further development is planned in the next phase of BESIK.

As noted in the BESIK Enabling Environment Assessment, BESIK used the formal forums to bring stakeholders together for key policy and strategy development within the sector. This commenced with preparation of the Sector Strategy and extended to the broad range of research and program development activities supported by BESIK. Examples include: the Joint Sanitation Evaluation; the Working Group for Hand Washing with Soap Promotion; consultation for revision of the Rural Water Guidelines; presentation of hydro-geological mapping results; and a national coordination and planning workshop for rural water supply involving District Administration & SAS from each district.

Also, BESIK invested considerable effort in improving access to data needed to better manage and coordinate RWASH activities. A major achievement was the creation of two new databases by BESIK technical staff - SIBS, referred to above, and the Sector Planning Tool (SPT). SIBS records WASH coverage and functionality information at the *aldeia* level based on data collected by the SDFs (baseline data from 97% of rural aldeias had been collected by June 2012, with over 70% of aldeia data updated in the 6 months prior to June 2012). SIBS is a tool for both national-level planning and district and sub-district management to improve delivery of WASH services to rural communities. The Sector Planning Tool (SPT) complements SIBS coverage data with information about WASH activities being undertaken in each district, sub-district, suco and aldeia for each year. Within the MoH, BESIK has also worked to strengthen use and integrity of the KUBASA database for measuring household-level WASH indicators.

2.1.6 DISTRICT RWASH AGENCIES COORDINATING AND INTEGRATING THE DELIVERY OF RWASH SERVICES TO COMMUNITIES

At district level the SAS District Managers and DHS DPHOs had not prioritised formal crossministerial coordination. Where there was interest, BESIK provided support for district WASH forums, however the more common option was for coordination on specific issues. This recognised that the delivery of sanitation and water involves a different approach – water involving external infrastructure support and focusing on community management, with sanitation and hygiene promotion being about motivating improved behaviours resulting in households building, managing and using sanitation and hygiene facilities.

Global assessments indicate that when water and sanitation programs are implemented as one, sanitation behaviour change tends to receive lesser focus. In Timor-Leste, analysis undertaken by BESIK has shown that access to water is a strong motivator to improved hygiene and sanitation behaviour (limited access to water is a barrier). For this reason, BESIK followed the implementation of water projects with a sanitation component, thus ensuring the focus on improved behaviours remains strong. The linking factor has been the community management groups (GMFs) and SDFs who have both been trained in water management and have the tools to motivate improved sanitation and hygiene behaviours. BESIK supported the integrated delivery of all components of RWASH (water, sanitation and hygiene) in 97 communities (against a target of 110).

Given the different government agencies involved in delivery of water supply and more recently sanitation, it is important that there be strong coordination, both at district and national level, between District Administration and the Directorate for Local Government. Coordination is required for prioritisation of water systems for rehabilitation and an agreed approach to delivery of rural water and sanitation facilities, including following established policies and guidelines. Ideally, this would involve agreement on responsibility for survey and design, supervision of contracts and agreed support, including financial support for on-going operation and maintenance. BESIK supported SAS Managers to work closely with District Administration and provided significant support to DNSAS at national level to set clear procedures for this coordination to occur. BESIK supported SAS to undertake an Annual Planning Process engaging with a range of district-level stakeholders and in all cases SAS annual planning and prioritisation involved coordination with District Administration.

While there was improvement and there were positive examples of collaboration, the process, roles and responsibilities had not yet been institutionalised at the end of the program phase. A challenge was the constant change in procedures for the delivery of decentralised infrastructure projects. The BESIK performance rating for this outcome notes that it was only partially achieved.

BESIK ensured that policy development included district consultation meetings involving a range of sector stakeholders, often bringing a different perspective to those consultations which had been held at national level. Training activities, such as for Community Action Plan for Sanitation and Hygiene (PAKSI), provided opportunities for stakeholders from DHS, SAS and NGOs to work together.

2.1.7 INCREASED MOI CAPACITY IN WATER RESOURCE MANAGEMENT

BESIK provided intensive mentoring and strategic advice to DNCQA¹¹ through a full-time international adviser (September 2010 to September 2012). This role was not envisaged in the initial WPLWP1 but was identified when funding became available in 2010 through the Climate Change and Adaptation Initiative (CCAI). Staff development and product development for the directorate was supported through this role. Key outputs identified for CCAI funding through BESIK included: development of a national hydro-geological map (with support of GeoScience Australia) and establishment of a groundwater resources database. Both outputs were achieved. In addition to mentoring from the BESIK adviser, three of the directorate's staff benefitted from formal training arranged by BESIK at Australian institutions. A key purpose of BESIK's support was for a greater understanding of water resource vulnerability and to support the GoRDTL and partners to plan for, and where possible to mitigate, vulnerability to climatic variances. Access to water is an equal first priority of the Timor-Leste National Action Plan for Adaptation and BESIK supported DNCQA to actively participate in dialogue and planning for adaptation in Timor-Leste.

BESIK supported DNCQA to identify information challenges and their practical resolution. For example, the geology in the Baucau region resulted in many failed attempts to access groundwater. BESIK provided technical, logistic and financial support to the GoRDTL to undertake electro-magnetic mapping of the region, increasingly being used globally, to provide valuable information on groundwater resources.

During the BESIK Enabling Environment Assessment, DNCQA staff reported significant changes to their institutional performance as a result of BESIK's support. Much of this change results from the information that can now be provided to other stakeholders, including the hydro-geological map of Timor-Leste; rainfall data collated from readings taken at 39 locations across the country; and a salinity map that was developed for the north coast showing the quality of water in shallow aquifers. These products are now available to other agencies, identifying areas of vulnerability to water resources and demonstrating the water resource management role that the directorate can play.

¹¹ DNCQA was previously the National Directorate for Water Resource Management (DNGRA). The change in name and some functions occurred in January 2012, with the implementation of the Mol Organic Law.

2.2 OBJECTIVE 2 SUSTAINABLE WATER SYSTEMS DELIVERED TO TARGETED COMMUNITIES

Through its work under Objective 2, BESIK modelled best-practice delivery of sustainable rural water supplies at-scale, throughout the country. Best-practice involved thorough community engagement in the planning and construction processes; competent design and oversight of construction by government staff; and appropriate support for community management of new infrastructure. Simultaneously, BESIK worked closely with DNSAS to improve the quality of government-funded water supply systems. The main achievements for this objective at June 2012 were:

- 222,909 rural people were provided with a new or rehabilitated water supply during the period 2008-2012, covering 28% of rural population and funded by both BESIK and the government (BESIK, 62 systems, 77,423 people; and GoRDTL 142 systems and 145,486 people).
- 434 GMFs established and trained resulting in 616 rural communities with members who have the skills to manage their water system.
- 31% of water and sanitation committee members are women (AusAID Headline Indicator 6)
- 58 additional schools, 34 health posts and 14 health centres in target areas with access to safe water.



Figure 8: Additional People with Safe Water

2.2.1 COMMUNITIES PLANNING AND IMPLEMENTING WATER SUPPLIES USING A SOCIALY INCLUSIVE PROCESS

A WASH community engagement model had been developed for use in Timor-Leste under the previous AusAID-funded CWSSP. However, when BESIK commenced in September 2007 this *Community Action Planning (CAP)* process was no longer being used and there were no government staff with the community facilitation skills to implement it. BESIK established the skilled personnel group for managing WASH community engagement and built a commitment within government to its importance. This involved: revising the CAP guidelines; training and mentoring 291 community

facilitators (including the 88 SAS SDFs), and providing funding for government staff or NGOs to run the CAP process in 616 aldeias. This covered approximately 30% of the rural population where community water systems were being constructed with either BESIK or government funds. In 2012, 100% of government-funded rural water supply systems included a community engagement process using CAP.

BESIK had worked with stakeholders to revise the CAP guidelines in 2010. The CAP focus is on building active participation of all community stakeholders, particularly women, during initial planning and then helping the community establish strong, functional community management groups (GMFs) to coordinate community engagement during construction and system operation. To deliver the revised CAP at scale, BESIK applied a cascading training approach. A team of 29 Master Trainers (10 F) were provided with ToT training. These Master Trainers then trained the 291 (100 F) Community Facilitators who implemented CAP at the community level. BESIK Community Development Officers (CDOs) in each district mentored and monitored CAP implementation and GMF formation to ensure quality.

High-quality community engagement through the CAP process had two important impacts: it ensured socially inclusive planning; and it built a new set of linkages between communities and government. Regarding social inclusion, BESIK monitored the number of community members who participated in key planning processes. A total of 7,453 (2,668 F) people were involved, averaging 34 males and 19 females per aldeia. This broad participation was central to ensuring the needs of all



Figure 9: Women's Participation in GMFs

segments of the community were considered and addressing the special requirements for

vulnerable households. An increase in participation and decision-making opportunities for women is best illustrated by membership of the GMFs, formed during the CAP. Women's representation on GMFs grew (Figure 9). For new GMFs formed since 2010, 53 % have at least 30% women members, 97% have women in technical or management positions and 14% have female leaders. BESIK's review of the community engagement process¹²

confirmed that this participation increases women's influence—72% of the GMFs and community leaders reported that women and men made joint decisions compared with only 37% prior to the project.

The second key achievement of the community engagement model has been creating linkages between communities and government. All 88 Sub District Facilitators (SDFs) were trained in CAP and the proportion of CAP processes run by government increased. In 2010, government staff delivered CAP in 52% of sites, 62% in 2011 and 90% in 2012

¹² BESIK2012, Community Engagement Learning Review Report

Each of the 616 community engagements for water supply planning (and similarly for sanitation through PAKSI) resulted in government staff (SDFs, CWSDOs, DTOs, SDAs) interacting directly with community members and community leaders such as *Chefe Suco* and *Chefe Aldeia*. As a result, communities had a much stronger sense of the government taking responsibility for providing services and playing a role in rural development. This change was clearly articulated in BESIK's Community Engagement Review which showed that water-related government agencies were much more highly regarded by communities in 2011 than in 2010 (Figure 10).



Figure 9: GMF and Community Leaders' Ranking of Water Agencies (SAS) Support for Community WASH Activities

The improved linkages between government and communities were self-reinforcing—as the communities saw value in the government being involved, DNSAS was more enthusiastic and committed to implementing CAP for new water activities.

2.2.2 INCREASED NUMBER OF SYSTEMS THAT MEET MINIMUM DESIGN AND CONSTRUCTION STANDARDS

The changes in DNSAS and SAS institutional capacity described under Objective 1 were put into practice when designing, specifying and constructing BESIK-funded and government-funded water supply systems. BESIK implemented three strategies to improve design and construction quality: upgraded Community Water Supply Guidelines; capacity building for technicians in system survey, design and good construction; and establishing procedures and capacity for construction monitoring at district, sub-district and community levels.

The original Community Water Supply Guidelines were prepared in 2005 under the previous AusAIDfunded CWSSP. With the support of BESIK they were revised through extensive consultation within the sector, then released in 2011 following approval by the Ministry of Infrastructure. The new guidelines include more holistic content (social Inclusion, gender, GMF roles, legislative decree, record keeping and operational maintenance); are in a user friendly format (in Tetum) with revised and pretested drawings; and have an increased focus on quality standards of materials linked to Timor-Leste context. In mid-2012 workshops commenced in each district to familiarise contractors, government and other WASH stakeholders about the guidelines and new provisions.¹³ There is a high level of awareness of the new guidelines by DNSAS, NGOs, contractors with their increasing use.

500 Tetum and 150 English copies had been distributed throughout Timor-Leste by mid-2012. In addition to ministerial support, the guidelines were also endorsed by the Prime Minister who issued

¹³ Four district workshops were held by June 2012, with a combined 154 participants (14% women).

a directive requiring that all rural water supply construction activity schemes funded under the Government's PDD program be carried out in accordance with DNSAS guidelines.

The prime focus for building survey and design capacity was at the district level. BESIK facilitated the recruitment, training and resourcing of 12 SAS District Technical Officers (DTOs). These staff provided each district SAS office with the capacity to design and supervise basic water supply systems. This district-level supervision had not been possible in the past due to the reliance on a small number of national-level staff. BESIK employed both formal training and mentoring support to build skills of the DTOs. BESIK's three District Engineering Advisers and a volunteer engineer worked alongside the national technical staff and the SAS DTOs to help them apply formal training to the design of new water supply systems or major rehabilitations to existing systems. BESIK also developed and introduced a simple design specification package (Bill of Quantities or BoQ), a MS Excel tool, that is linked to the Community Water Supply Guidelines. The BoQ streamlines the design process by producing standard bills of material for water supply system elements.

All government-funded construction of rural water supplies is currently undertaken by local contractors. Responsibility for overseeing local construction falls on SAS and communities themselves. Consequently BESIK targeted these two groups for support with construction supervision. Against a target of 65, 45 Government staff were trained in construction supervision and in the use of a standard DNSAS-approved construction supervision checklist. All GMFs were provided with basic construction supervision skills as part of their foundational training. BESIK developed a 'Good Practice Construction' Poster¹⁴ for dissemination to community groups by SDFs to encourage direct monitoring of contractors by community members.

2.2.3 COMMUNITIES MANAGING WATER SYSTEMS WITH SUPPORT FROM SAS, NGOS AND PRIVATE SECTOR

Decree Law 2004/4 provides a legal framework for formation of community groups (GMFs) to manage and operate their own government-built water systems. BESIK worked within communities to improve management of water systems and with external actors to improve the support they provide for community management. Progress with improving internal management capacity was particularly strong. In all communities where the government or BESIK have funded water supply systems since 2009, a GMF was formed through a participatory process and has taken responsibility for managing new water supply systems. Management and organisational skills development for each GMF involved 7 days of training and community exercises, followed by a 2-3 month period of support to establish the GMF.

In 2010 and late 2011, BESIK developed two additional training modules for GMFs on operations and maintenance (O&M) and financial literacy. The O&M training included practical experience of carrying our minor repairs to system components such as tap stands and broken distribution pipes. By mid-june 2012 more than 1,000 GMF members from over 400 aldeias had gained O&M and financial literacy skills to better manage their water supply systems. A total of 264 GMF members (56% women) were trained in financial literacy and 852 GMF members (34% women) in system operation. As a consequence, one in every five rural aldeias in Timor-Leste now has a group of skilled community members to sustain their WASH infrastructure.

¹⁴ Approved by DNSA and the Ministry of State Administration.

BESIK made a conscious decision to ensure government staff built the skills within GMFs. Through this strategy BESIK also built the capacity of the government to support rural communities. In 2011, the 88 SAS SDFs were provided with ToT training to deliver the financial literacy module to GMF members. This training was then provided to GMFs on a cluster basis at the sub-district level as new GMFs were formed. The O&M training module for GMFs developed in 2010 is also delivered by government staff. BESIK and DNSAS staff provided ToT training to one SDF and one SAS technician from each rural district (24 trainers in total, including one woman). The SDF and technician in each district have since trained GMF members in clusters at the district level. As part of the course, a basic repair tool kit was provided for each GMF.

The results of the increased community management capacity and government support are already being observed in community data collected by BESIK. Of particular note is the proportion of systems that are fully functioning one year after construction. As a result of the community planning and capacity building support this has increased from 30% in 2009 to 82% in 2012 (Figure 11).



Figure 10: System & GMF Status

BESIK's Community Engagement Review illustrated some of the types of system maintenance that GMFs are now carrying out. In 25% of the sampled communities urgent repairs were carried out such as replacing sections of pipeline destroyed by landslides and repairing river crossings after flash flooding. Fifteen percent of GMFs reported doing regular maintenance work according to a maintenance plan, such as a daily system inspection.

Ongoing monitoring and the training

and support for GMFs provides a strong interaction between government and rural communities, creating linkages that will be central to ongoing support of rural water supplies. BESIK has also taken initial steps to engage DNSAS, SAS and District Administrations to define their WASH support roles and to identify the skills required at national and sub-national levels to plan, budget for and implement O&M support for rural communities. Two significant BESIK-funded studies have supported this engagement: the *O&M Institutional Study* and an *O&M pilot in Bobonaro and Ermera districts*. Both were completed in 2012 and the learning will provide a platform for BESIK2 activities. The implications of these studies for the sustainability of rural water supply systems is discussed in Section 3.4.1. BESIK2 will also provide opportunities to explore how the private sector might be better engaged to provide services to rural communities, particularly regarding access to spare parts and options for maintaining complex, multi-aldeia systems.

The initial design for this outcome envisaged building linkages between micro-finance institutions and GMFs. Restrictions on the way that micro-finance institutions operate prevented this from occurring. This activity was replaced by the financial literacy training for GMFs described above.

2.3 OBJECTIVE 3 IMPROVED HYGIENE AND SANITATION BEHAVIOUR AND PRACTICES IN TARGETED COMMUNITIES

Under Objective 3, BESIK strengthened the promotion of improved hygiene and sanitation practices through three outcomes: (i) improving the performance of community health workers (largely Family Health Promoters, PSFs); (ii) supporting MoH to deliver improved hygiene and sanitation awareness at the household level through targeted initiatives; and (iii) developing options to improve access to affordable and appropriate sanitation products.

In addition to supporting the existing MoH environmental health promotion approach operated through the Integrated Community Health Service (Servisu Intergradu Saude Communidade, SISCa), BESIK's activities resulted in major changes in the way sanitation and hygiene are promoted. New, non-subsidy approaches to sanitation were adopted and piloted by the MoH; an initial trial of sanitation marketing commenced; and a nation-wide mass media campaign for HWWS engaging the private sector was developed. Combined with the new National Basic Sanitation Policy and creation of a National Directorate for Basic Sanitation Services (DNSSB), described above, these changes create a strong base from which hygiene and sanitation promotion can be greatly expanded by MoH and MoI during the next phase of BESIK.

Development of these new approaches involved BESIK supporting MoH, MoI and local partners to deliver services in 410 aldeias (more than 20% of rural aldeias). In mid-2012 results at the household and community level included:

- 67,068 (7% of rural population) additional people have access to a basic sanitation facility through BESIK programs. This includes an estimated 35,995 additional people with access to an improved sanitation facility (AusAID Headline Indicator 4, based on JMP¹⁵).
- 258 rural communities (165 BESIK supported) covering a population of 117,394 people declared open defecation free (ODF).
- 5751 additional households (estimated 31,570 people) in which hand-washing is practiced (according to proxy: locations with hand-washing facilities and soap/ash).
- 387,292 people with increased knowledge of hygiene practices (AusAID Headline Indicator 5).
- 90% of people interviewed in areas that BESIK worked could recall two valid hygiene messages.
- The water supply provided to 58 schools, 34 health posts and 14 health centres, leads to improved sanitation and hygiene options at these facilities.

Progress under this objective required progressive evolution of approaches, based on pilots and trials which will continue into next phase. Although the above indicators exceed planned targets, there remain a number of challenges to increasing access rates of sanitation that stem from the implementation of subsidies alongside non-subsidy approaches. While initially willing to engage in non-subsidy sanitation projects, communities are reluctant to invest in upgrading their toilets, preferring to wait for assistance (a subsidy). Since the approval of the National Basic Sanitation

¹⁵ AusAID headline indicators are based on the UNICEF/WHO Joint Monitoring Programme definitions for access to water and sanitation used to monitor progress towards to MDGs

Policy (NBSP), BESIK facilitated the DNSSB and the Ministry of Social Solidarity (MSS) to clearly define criteria for subsidies. Agreement, then socialization of the criteria by stakeholders, will be crucial to reducing the existing confusion around sanitation subsidies. Other challenges to scaling up access to sanitation are discussed in Section 3.4.6.

2.3.1 OUTCOME 3.1 COMMUNITY HEALTH WORKERS FACILITATING IMPROVED HYGIENE AND SANITATION BEHAVIOURS THROUGH HEALTH OUTREACH SERVICES IN RURAL AREAS

Under this outcome BESIK strengthened MoH service delivery at household and community levels, largely by supporting SISCa Table 4 (environmental health), Family Health Promoters (PSFs) and developing KUBASA (health assessment questionnaire). Two assumptions, critical to this outcome, were tested during implementation. Firstly, that MoH would be able to resource and manage the delivery of SISCa and manage PSF roles; and secondly that PSFs would be able to develop the skills to negotiate improved hygiene and sanitation behaviours, often in environments where barriers to behaviour change were significant.

At program end 2,465 PSFs were trained to deliver hygiene promotion through SISCa, and complete household environmental health assessments using KUBASA. However, there was limited monitoring of the effectiveness of SISCa to motivate changed behaviours, the engagement by PSFs was variable, (in some places quite poor), and MoH staff at district and sub-district level had insufficient resources to manage and mentor PSFs.

Research¹⁶ has shown that just telling people about the benefits of a certain practice—which is largely the basis of the PSF's role—has not been sufficient to motivate changes in behaviour and that there needs to be a 'trigger' that convinces people that that their existing behaviour cannot continue. Also, BESIK's experience is that SISCa Table 4 has been a low priority for Community Health Clinics (CHC) because of existing demand for services at other 'tables' (particularly the tables that cater for nutrition, ante natal care and general consultations). Additionally CHC personnel and logistics are insufficient to supervise PSF community activities. MOH monitoring of SISCa suggests that Table 4 functioned in fewer than 30% of communities.¹⁷

As the above limitations of working through SISCa became evident, BESIK altered its delivery strategy. General support to MoH to deliver environmental health through SISCa was supplemented by more intensive engagement. At the sub-district level this focused on a partnership between MoH and national NGOs. In 218 aldeias in six sub-districts, NGOs trained and mentored PSFs and DHS staff to negotiate hygiene behaviour change and to deliver practical information through SISCa, such as how to make hand washing facilities from local resources and about building toilets. The NGOs also

¹⁶ Smedley, B. D. and Syme, S. L. (eds) (2000) PROMOTING HEALTH: INTERVENTION STRATEGIES FROM SOCIAL AND BEHAVIORAL RESEARCH. National Academy Press, Washington, DC.

¹⁷ MoH data show that 87% of SISCa clinics operated in 2011, with an average of 4.4 PSFs at each. Of the functioning SISCas, 30% received an 'A' performance rating which denotes that all tables were functioning properly. As noted, considering the low prioritisation of Table 4 it can be extrapolated that Table 4 functioned in less than 30% of SISCas.

used 'infotainment' at community events to promote improved hygiene practices and the construction and use of hand washing facilities.

BESIK also supported NGOs to help PSFs revise the use of KUBASA. Rather than being a purely extractive questionnaire, in addition to monitoring household environmental health indicators, KUBASA is now used as a negotiating tool - to develop a household improvement plan for sanitation and hygiene which addresses barriers to behaviour change. This approach was piloted with DHS and two NGO partners (AFMET & HealthNet Timor-Leste). After review, it was rolled out to all districts. NGO staff supported PSFs to complete the KUBASA data collection and demonstrated that, with appropriate support, PSFs could take a lead in monitoring household environmental health indicators and supporting households in changing target behaviours. Where NGOs are supporting PSFs and MoH to deliver SISCa Table 4, KUBASA reporting has trebled.¹⁸

Training of PSFs and MoH district staff was carried out through the MoH cascading training system. BESIK supported MoH to develop training modules on environmental health, guidelines for standard activities for Table 4 at SISCa and a training module on interpersonal communication skills to negotiate behaviour change in households. The revised KUBASA was rolled out using a 'learning by doing' approach in 453 SISCa posts (as discussed in Section 2.3.1).

BESIK also complemented SISCa Table 4 promotion through WASH hygiene promotion during community engagement for rural water supply. BESIK trained 256 community facilitators¹⁹ to promote WASH hygiene as part of the CAP process and 26 facilitators were also trained to support PAKSI, described below. The 256 community facilitators carried out behaviour change communication in 310 aldeias. This involved building the capacity of GMF members who can play a long-term role in hygiene promotion in their communities.

2.3.2 OUTCOME 3.2 RURAL HOUSEHOLDS HAVE IMPROVED HYGIENE AND SANITATION AWARENESS THROUGH DELIVERY OF TARGETED APPROACHES

When BESIK commenced, there were no systematic government programs dedicated to generating demand for sanitation or improving hygiene behaviours. BESIK has worked extensively with the MoH, and with relevant MoI staff, to fill this gap and develop programmatic approaches that can be owned by the government and delivered at scale. Central to this has been increasing understanding within the sector of the motivators and the barriers for rural populations to adopt improved sanitation and hygiene behaviours. BESIK's strategy has been to use this knowledge to move away from a 'health education' approach to behaviour change communication that motivates people to adopt healthy behaviours and WASH practices. This change has taken place both at national level and also with district health staff (DPHOs and EH Focal Points) and PSFs. DPHOs now recognise that the "the objective [of our work] is to change behaviour and for communities to build toilets themselves". At community level, PSFs also acknowledge the importance of behaviour change: "This [open defecation] is due to their own behaviour. People must protect their own community and work together to improve behaviours" (PSF, Lautem District).

¹⁸ Household reports in the six BESIK supported sub-districts averaged 904 per sub-district compared to a national average of 345 per sub-district.

¹⁹ In some cases, PSFs are on the GMF, and then also participate in training on hygiene and sanitation.

With respect to sanitation, in addition to drawing on regional and global learning, BESIK's approach underwent progressive evolution (see Figure 12) as approaches were trialled, evaluated and refined to best fit the Timor-Leste context.





Developing evidence about the success of sanitation commenced with the BESIK-sponsored Joint Sanitation Evaluation which engaged government and stakeholders in joint learning about the effectiveness of different sanitation approaches in Timor-Leste.²⁰ JSE results, buttressed by global learning on subsidy versus non-subsidy approaches, stimulated BESIK to pilot the non-subsidy CLTS approach, which BESIK initially delivered in partnership with NGOs. This was subsequently expanded to become 'CLTS +' with the inclusion of HWWS promotion, greater engagement with communities after triggering and stronger involvement of PSFs and DHS staff.

In 2011, with the MoH, BESIK developed a sanitation approach that tied together the program's previous learning. Known as the Community Action Plan for Sanitation and Hygiene (PAKSI), this approach incorporates a stronger community planning and post-triggering process than previously and draws on success of the CAP process (used for engaging communities when planning water systems). PAKSI combines sanitation demand creation through CLTS with HWWS promotion, solid waste management and wastewater management. This implements the National Sanitation Policy as these four behaviour change elements align with the new National Sanitation Monitoring Framework. In mid-2012 PAKSI was being piloted in one sub-district in each of Baucau, Lautem and Bobonaro districts.

While the pilot had not run long enough to assess sustainability, PAKSI was progressing successfully. It had gained strong ownership within MoH, with staff recommending other sector actors to adopt its use. However, a range of challenges must be overcome before it can be taken to scale. Given limited staff within DHS to roll out a sanitation program, the main challenge will be either increasing DHS staffing at sub-district level to deliver the program or ensuring that the MoH is able to manage NGO partners to deliver PAKSI on its behalf.

²⁰ Timor-Leste Joint Sanitation Evaluation, A Study of Sanitation Program Outcomes; MoH, MoI, BESIK (June – Sept 2009)

As indicated in Figure 12, BESIK supported two other trials of sanitation demand creation. The first, the Total Sanitation Campaign (TSC) was developed in 2010 in response to increased capital investment by MoI in toilets for rural households. TSC integrated this investment into a community-wide sanitation program by allocating the subsidies to vulnerable households in each village. TSC met with mixed success. An evaluation of the program commissioned by BESIK²¹ noted a wide range of lessons, many arising from the rapid nature of implementation and the inexperience of implementers. Some of these lessons will be relevant to a new subsidised sanitation program being developed by DNSSB for which MoI has allocated approximately \$2.5 million. At program.

The second trial for sanitation demand creation was the Sanitation Incentive Program (CLTS+I) which includes sanitation demand creation through CLTS followed by facilitated access to sanitation products and an incentive scheme that aligns with the National Total Sanitation Ladder (Figure 13).





The incentive is provided to the Suco Council, once the criteria for each level on the ladder is met and sustained. BESIK's pilot of CLTS+I arose from monitoring that showed while there were increased number of households building and using toilets and hand washing facilities, there were relatively few ODF communities being declared. BESIK worked with the District Administration, District Health Services and SAS in Liquica to pilot CLTS+I, where each suco that was verified as having achieved ODF status received a cash incentive for development activities. Further incentives were provided for reaching higher levels on the ladder while sustaining previous levels. What is apparent in Liquica district from the CLTS+I pilot is that where suco and aldeia *chefes* are engaged, they have been key actors in motivating their communities to achieve ODF (Figure 14). As mentioned by one member of a community that achieved ODF through the CLTS+I pilot, *"… it was easy to motivate some* [to build and use toilets], but for some people it is difficult. This requires direction and *intervention from our authorities at the lowest levels, like the Chefe Aldeia and Chefe Suco." (Male, Hatululi, Liquica*).

²¹ De Araujo F, De Jesus D et al; Total Sanitation Campaign Evaluation Report, May 2011. (BESIK Report)

Figure 13: CLTS triggering results



BESIK implemented activities which target the poorest sections of society in order to provide more equitable access to basic sanitation services. BESIK consulted with groups that have been previously marginalised from sanitation delivery programs, including women's groups, people with disabilities, and other vulnerable populations. A flexible range of options was developed by BESIK including, permanent sanitation solutions for people with disabilities, sanitation support for temporary functionality challenges (e.g. pregnancy)

and options for meeting women's menstrual hygiene needs. Targeting of vulnerable groups has been normalised and mainstreamed, for instance through inclusion of strategies for vulnerable groups into the Manual for Facilitating PAKSI.

As well as stimulating demand for sanitation, PAKSI was developed to generate community interest in Hand Washing With Soap (HWWS) and thus has a significant hygiene behaviour change aspect to it. Hand washing, combined with soap promotion has been increasingly recognised and implemented across the globe over the last ten years. Large-scale initiatives have combined public health analysis with commercial marketing innovations. HWWS behaviour change has been promoted at scale through mass-media advertising campaigns and direct consumer contact events. BESIK has collaborated with the MoH to conduct a HWWS Behavioural Study for in-depth understanding of HWWS practices, motivations and barriers. This study is informing the development of a national campaign to motivate mothers and carers of children under five to practice HWWS at critical junctures.

Box 1: Key Learning - Hygiene Behaviors

- Both reported and actual Hand Washing With Soap (HWWS) were much lower after contact with faeces (4.6%) than before contact with food (18.8%), suggesting that women may not know that their hands can be contaminated after these important times
- A key barrier to HWWS at critical times appears to be the lack of sensory cues (seeing, smelling, feeling) indicating that hands are 'dirty' at critical times.
- A designated place for soap encourages hand washing with soap.
- Being clean is a sense of mental comfort. It provides a sense of wellbeing, that one is free from worry of becoming sick.

2.3.3 OUTCOME 3.3 HYGIENE AND SANITATION PRODUCTS AND SERVICES MARKETED AT COMMUNITY LEVEL

BESIK recognised the importance of matching increased demand for hygiene and sanitation (Outcomes 3.1 and 3.2) with commercially available goods and services in rural areas. Work under Outcome 3.3 sought to stimulate the supply of such goods and services. The delivery strategy involved a two-phase market study and then piloting of a sanitation marketing program. Once refined and fully developed, delivery of the sanitation marketing program will be a central responsibility of the newly created DNSSB.

The initial study into sanitation demand and supply was commissioned by BESIK in 2010.²² It tested user preferences for sanitation goods and services, and barriers to their purchase, and assessed the capacity of suppliers in Timor-Leste—including wholesalers, retailers and fabricators—to meet the demand of rural households. The findings from the initial study were used to frame the terms of reference for detailed sanitation marketing research carried out for BESIK by IDE in 2011.²³ This large-scale market assessment was combined with development of sanitation products using 'human-centred design' tools and resulted in the development of a Sanitation Marketing Strategy currently being adopted by DNSSB.

The sanitation marketing pilot commenced in early 2012 in Liquica District. The pilot involved sale tests of newly developed products over a two week period. A sales event held in seven communities involved sales transactions, followed by transport and installation of the products. Whilst initial signs from the pilot were encouraging (local suppliers sold seven toilets with orders for another 30), a major challenge will be the establishment of a supply chain to rural communities. A full evaluation of this pilot and the development of a scalable approach should be a priority during the next BESIK phase.

Following the approval of the National Sanitation Policy, BESIK has worked with DNSSB and the National Directorate for Social Assistance (DNAS), within the Ministry of Social Solidarity (MSS) on the development of a Vulnerable Household targeted subsidy programme that develops and supports a sanitation market through a conditional voucher transfer system. This is aimed at strengthening sanitation product supply chains in rural communities and is intended to be further developed during the next phase of BESIK.

²² BESIK, 2010. Summary Report: supply and demand for sanitation in rural Timor-Leste

²³ BESIK-IDE, 2012 Marketing Strategy Development Report - Sanitation Marketing in Timor-Leste

3 ISSUES, LESSONS AND RECOMMENDATIONS



3.1 RELEVANCE

Over the period 2007-2012 BESIK continued to be relevant in addressing key health and other development indicators, the strategic priorities of both Governments and working towards MDG targets. Improving WASH outcomes in rural Timor-Leste continues to be justified at phase end by the low coverage rates found in rural areas. The latest JMP data²⁴ reports that 40% of rural households remain without access to improved water supplies and 63% without access to improved sanitation. Formative research by BESIK confirmed the low awareness and practice of good WASH hygiene.

This assessment was noted during the mid term review by the IPR, which rated BESIK's program relevance highly (a score of 5-6), noting that,

'RWSSP is highly relevant to addressing Timor-Leste's health problems (diarrhoea, malaria and pneumonia) and increasing rural access to water and sanitation. The approach is relevant to meeting the need for sustainable, self reliant water and sanitation for remote and difficult to access communities, but RWSSP does need to track changes in context and, therefore, whether other/additional approaches may also be relevant'.²⁵

Other indicators affirm the relevance of BESIK. Firstly, GoRDTL has made rural WASH a clear priority, demonstrated by allocating a significant proportion of its budget to improved WASH coverage; water and sanitation are a Priority 1 area identified by the government under the National Development Plan. Secondly, rural communities themselves are also prioritising WASH, as demonstrated by the allocation within the Local Development Program (PDL). 54% of the 2012 PDL community infrastructure budget is for water supply systems and public sanitation²⁶.

AusAID has been well-placed to respond to the high prioritisation by the Timorese government and rural communities, with lengthy experience in supporting WASH in Timor-Leste (almost twenty years), including two bi-lateral programs and support to civil society WASH agencies during the postemergency phase and transition to independence. The relevance of BESIK's design was based on thorough understanding of the context. In particular, learning from the previous rural WASH

²⁴ WHO, UNICEF Joint Monitoring Program for Water Supply and Sanitation, 2012. Estimates for the use of improved drinking-water sources and improved sanitation for Timor-Leste.

²⁵ Bazely P, Giltner S, Dutton P, June 2010. Report of the Mid-term Independent Progress Review, p 28.

²⁶ GoRDTL; Timor-Leste Orsamento Geral do Estado, 2012. Budget Book 3.

program (CWSSP) and from AusAID's extensive support to public sector capacity building in Timor-Leste through programs such as Public Financial Management Capacity Building Program (PFMCBP) and the Public Sector Capacity Development Program (PSCDP) have contributed to BESIK's relevance. Further, as AusAID has been the largest of the donors to rural WASH, this created a strong opportunity for BESIK to be central to practice within the sector. The ability to drive development of the National Sanitation and Water Supply policies is a good example of the level of AusAID's influence.

The final affirmation of BESIK's relevance is the agreement between GoRDTL and AusAID for BESIK2 (2012-2022). This demonstrates that RWASH remains a long-term priority for both Governments.

3.2 APPROPRIATENESS OF OBJECTIVES AND DESIGN

As discussed earlier in this report, BESIK's three component objectives—strengthening the enabling environment; sustainable water supplies; and improved hygiene and sanitation practices—are clearly appropriate to the East Timorese context. A clear design, underpinned by a sound program logic and performance assessment framework, was developed during implementation. The process for achieving that clarity of design, however, involved considerable evolution.

The evolution of the BESIK design was the product of several factors. Firstly, the program was contracted with a Program Concept Design only, setting out an overall approach for a ten year program. The concept design set the goal and purpose for the program and a broad thrust to build government service delivery capacity and to increasingly channel AusAID assistance to the sector through those government systems. Rather than specify a detailed design, the concept required the implementing contractor to develop a Program Strategic Framework to guide activities.

Secondly, the BESIK inception team adopted a highly participatory and collaborative approach to developing the strategic framework, involving all actors in the sector. In response to this broad collaboration and in keeping with AusAID's interest in a sector-wide approach, the resulting GoRDTL RWASH Sector Strategy of 2008 was developed for the entire sector, not just the BESIK program. Once the BESIK implementation team began using the Sector Strategy's five priority Functional Areas and 15 General Results to monitor and report upon BESIK's contribution to the sector, it became clear that the Sector Strategy—whilst appropriate for the sector—was not suitable as the basis for a program performance monitoring framework.

Thirdly, the changing operational context dictated regular flexible adjustments to the design. The Program Concept Design anticipated a capacity building program and early and extensive use of government finance and management systems, which proved unrealistic. At commencement GoRDTL funding to the sector was very limited; rapidly in 2010 it became the single biggest source of financing, though heavily focused on capital works (constructing water supply systems). Also in that year, a significant source of supplementary AusAID funding (WSI) became available – but later than anticipated, with tight implementation timeframes and with a focus on direct delivery.

These factors had been recognised by the time of the April 2010 mid term review. The BESIK design and M&E framework were reviewed, then finalised and approved in August 2010. The resultant design has a tighter program logic. It's three objectives are discrete but complementary, supported by sound vertical program logic and accompanied by detailed output, outcome and objective indicators. BESIK confirmed the evaluability of the design, including articulating and testing design assumptions. The reviewed design has provided clear direction to the implementation team; the basis upon which to monitor progress and integrate learning into implementation management; and facilitated the sharing of program aims and achievements with external stakeholders.

Some of the design evolution was unavoidable and a consequence of a participatory design process and learning about and responding to a changing context. Some factors, however, could have been better managed. Engagement of a full-time design/evaluation specialist on the BESIK team during preparation of the Sector Strategy may have helped BESIK develop an accompanying implementation plan that more clearly articulated BESIK's intended contribution within the overall strategy for the sector.

Program implementation illustrated two further design shortcomings. Firstly, the original design, constrained by its "confirmed funding" limitations, focussed almost exclusively on capacity building support. BESIK's experience has been that capacity building must be matched with support for service delivery in order to create the trust, engagement and political capital required for capacity building. Additionality of the WSI funding ultimately filled this gap. Secondly, assumptions in the original design about the willingness and availability of senior political figures to become involved in setting the direction of the program proved unrealistic and the high-level oversight mechanisms envisaged in the design were ineffectual and short-lived.

There were also benefits of the redesign process, including the opportunity to incorporate some early lessons learned, as described under M&E in Section 3.3.2

3.3 IMPLEMENTATION ISSUES

3.3.1 FINANCIAL MANAGEMENT AND FUND FLOWS

Financial management has been the responsibility of the managing contractor and BESIK team, working very closely with GoRDTL at national, district and sub-district levels. There were no core funding, budget support or other co-funding mechanisms associated with this program. BESIK was designed as a parallel program unit with the aim that over the five year period, as GoRDTL procurements systems were strengthened, BESIK would transition to the use of those systems. The AusAID 'financial management analysis' undertaken of the GoRDTL procurement systems for rural water and sanitation in 2011²⁷ and similar studies have confirmed that it was too early to commence providing funds directly through GoRDTL finance systems.

Although BESIK did not channel funds through government systems, it did provide funding for many components of the GoRDTL delivery of rural water, sanitation and hygiene programs, particularly funding of survey, design and community engagement of rural water systems, delivery of sanitation and hygiene activities, services associated with hydrological surveys and asset purchases for various levels of government. BESIK retained overall management of the contracts, but DNSAS and DNSC staff jointly managed the implementation with BESIK program staff.

²⁷ Mellors J (2011) Timor-Leste Water and Sanitation Sector Financial Management Analysis, Final Report, May 2011. Prepared for AusAID.

In addition to being a demonstration of how carefully targeted funding can deliver more sustainable RWASH services, this approach had a number of advantages. Department heads and directors had ownership of, and are now experienced at managing activities that are aimed at achieving more sustainable services. Department heads in DNSA and in DNSSB are able to confidently describe the rationale and benefits for the approach and, in the case of DNSA, costings have been included in Annual Action Plans. The disadvantage of this modality, however, is that these costs are 'off budget' and thus senior levels of government are not aware of the true cost of delivering sustainable rural water supply.

The main funding mechanism used throughout the program was the \$15million imprest fund. This was used with flexibility, in a similar manner to a facility, for the 50 activities first described in WPLWP1. These included:

- Training, including scholarships, workshops, development of courses and other funding support contributing to GoRDTL counterpart water supply, sanitation and hygiene and water resources management activities.
- Salaries and stipends for government staff.
- Equipment purchases, such as computers, telecommunications, vehicles, survey equipment.

Imprest funds were also used to procure services through INGOS, NGOs and the private sector for: development and implementation of training courses, manuals, promotions; delivery of the Community Action Planning process; delivery of water supply, research and other WASh sector activities. An indicative summary of imprest expenditure is provided in Annex 10.

Appropriateness to the context. Given potential fiduciary risks, an MC-managed funding arrangement was appropriate in the circumstances. BESIK was conceptualised after a period of political instability and prior to significant recent investments in government capacity. Various MRG reviews and the IPR confirmed the appropriateness of these arrangements. The BESIK2 design also confirmed this, having identified the need for an initial period after September 2012 where a managing contractor is responsible for operational and grant/contract financial management. A fiduciary risk assessment planned for 2013 under BESIK2 will more directly address GoRDTL capacity and whether this arrangement remains appropriate.

Analysis of fund flows. A breakdown of the funding available to the program by the three main funding sources (CP: \$28 m, WSI: \$12 m and CCAI: just under \$1 m) is provided in Table 1 of Annex 9. Table 2 of Annex 9 provides an indicative allocation against each of the program's three objectives, with some personnel costs allocated to specific objectives and other personnel and management costs apportioned proportionately across the three objectives. The majority of funding (56%) was directed to Objective 2: Rural Water Supply.

Annex 10 provides an indicative summary of Imprest Fund flow which identifies that 36% of Imprest Funds were provided through/to INGOs and NGOS; 21% through Contactors; 9% through Institutions. Funds through GoRDTL were 11 % - although this figure understates the allocation for Government activities as many of the directly–managed BESIK activities were for or on behalf of Government, such as asset purchases and other supplier payments for services.

Over the life of the program there were two major factors for expenditure variance which required management:

- In 2009 and 2010, uncertainty about when the "supplementary" WSI funding would become available (at time of design of WLWP1 envisaged for July 2009 but available in May 2010) with a resultant shorter implementation window given that the initiative was due to end in mid-2011.
- There were significant foreign exchange fluctuations over the life of the program which impacted on budgets and forecasting. In 2008-9 the Australian dollar's value reduced sharply during the time of the global financial crisis (at time of WPLWP1 finalisation). Over the latter half of the program the high value of the Australian dollar was beneficial²⁸.

Audits. Annual external audits of the Imprest Account were completed in accordance with the MC's contract and forwarded to AusAID. A final audit of the imprest account was also completed. No adverse findings were identified. In addition, spot checks of individual imprest contracts were undertaken by BESIK's Dili-based finance staff and imprest account activities were closely managed by BESIK staff (program and finance). Program staff at sub-national level closely monitored delivery of projects. BESIK assessed risk, and for large expenditure items such as materials, particular attention was paid to both ensure quality and minimise fiduciary risk.

The MC commissioned an independent systems and financial audit of a sample of larger implementing NGOs who had received a large number of contracts or contracts **Box 2:** *"During the verification process* of BESIK partners each project contract was well managed from a financial perspective and all funds were accounted for. We most certainly believe that this is due to the diligence of the BESIK staff in the detailed monitoring and verification processes used at each stage of each contract. The process used by BESIK staff of supervising and signing off on large supply purchases has worked well for this grant overall and is a process which is highly recommended for the future" Christine Carberry, CC Business Solutions, Independent Auditor, June 2012.

of high value. The contract supervision processes applied by BESIK were commended (refer Box 2).

Value for money. The program has achieved value for money based on the following:

- As identified at many points of this report and further detailed in Annex 3, all of the key PAF performance and service delivery targets for the program will be met or exceeded.
- Management costs were lower than anticipated at time of WPLWP1 (2008). While total longand short-term personnel costs were close to the original design, total personnel inputs were higher. Lower fee rates were negotiated than the maximums allowable; this was subsequently reinforced through the introduction of the AusAID Adviser Remuneration Framework rates, implemented from February 2011.
- Managing the significant foreign exchange fluctuations over the life of the program has been
 referred to above but the the program benefitted from the high AUD\$ value over the second
 half of the program. In WLWLP#1 (2008) the planned imprest expenditure was approximately
 USD\$15 million (equivalent to AUD\$22 million at the time). At program end, the USD\$
 expenditure was slightly less than USD\$15 m but purchased via AUD\$15 m (Table 3, Annex 9).

A small residual amount of imprest funding was returned to AusAID at completion.

²⁸ The FX rate for first drafts of WoLWP#1 (May 2008) was at 1AUD=0.90USD; the approved version (Jan 2009) was at 1AUD=0.70USD (due to impact of Global Financial Crisis). WoLWP#2 was budgeted at 1AUD=0.80USD. In practice the real weighted FX average for imprest activities has been approximately 1AUD=0.96 USD.

3.3.2 MONITORING AND EVALUATION

From commencement, BESIK developed and implemented a comprehensive M&E system that focussed on sector learning and using a results-based approach to capture, measure and report achievement of program outcomes and objectives. There were, however, some initial challenges to be addressed, including the decisions discussed previously to adopt the GoRDTL RWASH Sector Strategy as a design and performance framework for BESIK implementation. Although this ensured good alignment between BESIK and sector frameworks, the lack of vertical logic and poor specificity of expected program outcomes were problematic for M&E. BESIK revised the design and M&E frameworks prior to preparing the second whole of life workplan, WLWP#2 in August 2010. During this revision the BESIK team prepared the logic and theory of change models that arguably should have been given more attention during the initial design phase. A new combined Design/Performance Assessment Framework (Annex 3) was prepared in consultation with AusAID and stakeholders and this guided implementation for the remainder of the program.

While major design revisions during program implementation are undesirable, the revision process did provide significant beneficial outcomes. Firstly, it provided an opportunity for the BESIK team to use their implementation experience to that point to better define the change strategies and associated assumptions linked to the expected outcomes for boundary partners and ultimate beneficiaries. Secondly, it provided an opportunity to update and incorporate recent developments influencing BESIK's work at the time. These included the Water & Sanitation Initiative (WSI) supplementary funding, the AusAID WASH Delivery Strategy for East Timor 2010, and the Sanitation and Hygiene Strategy for Australian Aid. Thirdly, and most importantly, it provided a solid framework with clearly defined targets and a progress rating system that enabled BESIK to more effectively monitor program implementation and succinctly communicate to stakeholders progress towards achieving stated objectives.

To support implementation of the performance assessment framework, the M&E team developed and implemented a number of M&E methods to monitor program inputs, outputs and outcomes. BESIK's approach was to develop a suite of M&E tools that not only met program needs but could be 'packaged' and adopted for use in GoRDTL WASH programs. For each of the tools, data collection and analysis responsibilities were clearly defined and supported by the BESIK M&E Officer. This approach effectively provided BESIK managers and counterparts with the information needed to monitor and report progress towards expected outcomes. While some of the tools have potential for adoption by GoRDTL, there is still much work that needs to be done before this can occur, especially to establish the institutional arrangements for M&E within GoRDTL at national and sub-national levels.

During program implementation BESIK undertook a number of studies and evaluation activities to document learning, inform policy and strategy development, and contribute to the knowledge base for the sector. These have been referred to earlier and included: a joint sanitation evaluation; sanitation demand research; a study of community perceptions of government WASH service delivery; a study to propose optimal institutional arrangements for operation and maintenance (O&M); an assessment of sustainability in two districts; formative research into hygiene behaviours; a technical assessment of the quality of design and construction of water systems; and an independent review of CLTS pilots.

BESIK also commissioned three major end-of-program evaluations: a *Community Engagement Learning Review*; BESIK's *Contribution to the Enabling Environment for Rural WASH Service Delivery in East Timor—a Critical Assessment*; and an *Evaluation of Sanitation and Hygiene Activities*. All evaluations were conducted by independent evaluators to ensure objectivity and credibility of findings and provided significant lessons learned and recommendations to inform this completion *report*, the Independent Completion Review and the next phase of BESIK implementation.

In addition to program-level M&E, BESIK worked with the GoRDTL to establish the basic building blocks required for effective RWASH sector planning, monitoring and reporting. The first step was to standardise the WASH indicators used by Government to monitor national access to drinking-water and sanitation. This was necessary to ensure the availability of consistent data for both national and global monitoring. To this end, BESIK supported GoRDTL to include WASH indicators, based on JMP²⁹ standards, in key national survey instruments including the 2009 Demographic Health Survey and 2010 Population Census.

BESIK made a significant investment in development and implementation of a Water and Sanitation Information System (SIBS) to provide the RWASH coverage data required for policy, planning and implementation. SIBS manages data on: basic demographic information; presence and function of water supply systems; time taken to collect water; and presence of toilets and hand washing facilities. Complementing SIBS is information recorded in the Sector Planning Tool (SPT) on water and sanitation activities being undertaken in each district, sub-district, suco and aldeia. Both systems are fully operational and senior Mol managers have confirmed that the information provided meets their needs for sector monitoring, planning and reporting. SIBS and SPT have both been used to assist Mol prepare district plans for the delivery of water systems. SPT data was also used by Mol to report progress towards National Priority 1 targets. BESIK is currently playing a central role in data entry and management of the databases with plans to transition these responsibilities to DNSAS after September 2012.

3.3.3 GENDER

The BESIK program recognised the importance of a whole-of-community approach in achieving sustainable health outcomes for rural communities in Timor-Leste, which encourages equal participation from women and men in WASH management. Women's primary roles as water collectors/users and caregivers means they have a critical role to play in decisions that impact on family and community health.

Essential features of the BESIK program over the last three years were firstly, to create a more enabling environment for women's increased decision making and involvement. Secondly, BESIK undertook the "Access for All" principle, to promote a socially inclusive approach, and increase awareness of the rights and needs of people with functional disabilities in rural communities.

From a practical sense, improved rural water access and improved sanitation and hygiene behaviours can have a marked difference on women's lives, such as illustrated in Box 3. However, information as to what women are doing with the extra time saved is inconclusive at this stage.

²⁹ UNICEF/WHO Joint Monitoring Programme definitions for access to water and sanitation used to monitor progress towards to MDGs

How effectively did BESIK achieve gender and disability mainstreaming?

BESIK has made significant progress in creating opportunities for women and men's more equal involvement in WASH processes. The principle strategies implemented by BESIK have been directed at community and institutional levels: developing gender responsiveness of government and partner staff at sub-district, district and management levels; establishing quotas for community-level training and recommending a quota for women's membership on water management groups (GMFs) as well as in significant roles (technical and management); promoting women as community facilitators; and ensuring that policies and guidelines developed reflect

gender equality and social inclusion.

These strategies have demonstrated success in women's increased involvement in WASH at community level. The strongest indicators to support this success are:

- Women's increased representation on GMFs is now up to one third. Previously women's representation rates were low to non-existent.
- The marked increase of women in GMF technical/management roles. As a result of the CAP process and application of gender facilitated discussions 52% of GMF members in 82 sites were women after 6 months of GMF formation. This is significant, considering women were not even considered for technical roles prior to program inception.
- Women's increased participation in PAKSI triggering processes, now at nearly 40% in ratio to men.

Box 3: An estimated additional 222,909 people have gained access to water in rural Timor-Leste since 2009 through support from BESIK. 72% of these communities previously took over 30 minutes to collect water. With all communities now accessing water in less than 30 minutes, an estimated 40,000 women now directly benefit from considerable time saved due to easier and closer access to safe water. Further time savings are possible due to less time spent caring for children suffering from hygiene related illnesses. These 40,000 women now have additional time each day, which has a significant impact on the productive and social development in rural Timor-Leste.

At institutional and policy levels, the highlights for increased gender and social inclusion responsiveness have been:

- The increase in female community facilitators (Sub-district facilitators), 24% women.
- The increased responsiveness of government staff to gender issues and involving women in WASH processes, including leadership from the Gender Focal Point (GFP) of DNSAS in key areas.
- The integration of gender equality and social inclusion in WASH policy formulation and training curricula, including increased awareness of disability issues in the WASH sector.

What was the contribution of mainstreaming gender and social inclusion to WASH outcomes?

BESIK has contributed to the development of an enabling environment for women's increased involvement. More work now needs to be done on sustaining these achievements and implementing confidence building measures for women to effectively take up these opportunities and influence decision-making. There are promising signs of women's increased decision making which enhance WASH outcomes, particularly in relation to tapstand location, and women's increased technical capacity. It is envisaged that this will have a positive impact on infrastructure functionality and sustainability, considering their primary roles as water collectors and users.

As a result of lessons learned over the past three years, BESIK has a number of recommendations for the next phase of program implementation. These largely fall under two areas: continued capacity building inputs for government and partner staff on gender and social inclusion, and formalizing strategies for promoting gender equality and social inclusion in government systems.³⁰ Of particular note is the recommendation to develop a 'Women in WASH' leadership component (through GMF and PAKSI mechanisms). Significant groundwork has been laid to create openness to women's involvement and decision-making in WASH processes, as demonstrated at the community level and through government staff. However, women in communities, previously unaccustomed to more public profiles, now need confidence building support to take advantage of these opportunities and truly influence decision-making processes that have traditionally been a male domain.

Regarding access to all, and specifically for people living with a functional disability, inroads have been made in policy formulation, awareness building in the WASH sector and forging links with the disability sector. BESIK2 will be in a strong position to build on these achievements through support to government in policy implementation. It is important to recognise that disability awareness requires specific and targeted resources and thus there needs to be continued work with People Living With Disability (PLWD) groups to advocate for a changed approach to WASH delivery. The work with Ministry of Social Services (MSS) and DNSSB on the vulnerable households sanitation program, could become a global model of best practice, with support and focus on consultation and targeting.

How do we better assess the ways in which these strategies are contributing to equity outcomes in BESIK II?

In assessing the ways in which these strategies are contributing to equity outcomes, it is recommended that BESIK2 continue with the monitoring systems that are already in place, including a focus on the greater impact of women's active participation in WASH on the economic status, health and wellbeing of women and their families. In regard to gender equality, BESIK has largely focussed on monitoring the participation of women and men in community planning and implementation processes, including women's representation and roles on GMFs, and in training opportunities, and to a great extent under BESIK it has been too soon to see higher level impact on women's lives. It is timely that BESIK2 further develop monitoring processes to examine the impacts of women's changing roles in terms of WASH outcomes (infrastructure development and maintenance, and hygienic practices) and in wider gender equity outcomes (women's community leadership roles). The program should also develop indicators to more systematically monitor the economic, health and wellbeing impacts for women and their families, as a result of saved time in water collection, improved sanitation facilities and hygienic behaviours. At an institutional level, monitoring the training outcomes of WASH Government and partner staff will also be an important area to explore further. In terms of social inclusion, critical areas for attention will be monitoring: the processes and outcomes of policy implementation, inclusion of people with disabilities in CAP

³⁰ The BESIK Gender Equality and Social Inclusion Impact report provides more details on the recommendations and the context from which these recommendations arise.

and PAKSI processes and socially inclusive water and sanitation infrastructure design, as well as training outcomes for the proposed new 'Disability in WASH' training module for Government staff.

3.4 LESSONS AND RECOMMENDATIONS

3.4.1 DELIVERY OF SUSTAINABLE RURAL WATER SERVICES

The expansion of rural water supplies in Timor-Leste over the last 3 years has been highly successful with 323,000 additional rural people now served by safe water supplies, raising coverage from 57% in 2007 to an estimated 75%³¹ in 2012. However, serious challenges remain to sustaining the newly established systems and the services that provide them. Challenges to addressing key sustainability factors³² and lessons learned are discussed below.

Fragmentation and lack of sector coordination. Prior to BESIK, funding for rural water supplies in Timor-Leste was dominated by external donors and CSOs, and strategic and policy frameworks were lacking. Government is the now the single biggest financer of rural water supply, policy frameworks and the basic building blocks required for effective RWASH sector planning, monitoring and reporting are in place. There is however still much that needs to be done to address the fragmentation of implementation processes across government ministries. In this regard, RWASH service delivery in is arguably becoming **less** rather than more integrated across GoRDTL agencies. There is increasingly a lack of clarity within government on the roles and responsibilities of the various ministries, multiple delivery models have emerged (PDL, PDD, ADN) and budget allocations have shifted from MoI to other ministries. At a practical level, shifting responsibilities and multiple delivery mechanisms have compromised the DNSA role in system design, community engagement and supervision of system construction; potentially with negative ramifications for system quality and ultimately, O&M and sustainability.

Focus on capital investment only. Government's service delivery in the past was focussed on the direct delivery of WASH infrastructure with inadequate consideration given to the sustainability of investments made. BESIK has used direct service delivery to negotiate interest and thus space to expand the GoRDTL service delivery model to include elements that improve sustainability; especially community engagement and O&M. DNSA have recognised the importance of this and have included provisions for both community engagement and O&M in annual budget submissions. These items, however are yet to be approved in final state budgets indicating that the delivery of capital infrastructure (often seen as the 'service') politically outweighs the need for investment in keeping that infrastructure functioning. This is also reflected in the government's reluctance to adopt the multi-year planning processes needed to support an expanded service delivery model.

 ³¹ 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
 ³² These factors are informed by sector literature including: RWSN, 2009. *Myths of the Rural Water Supply Sector,*

³² These factors are informed by sector literature including: RWSN, 2009. *Myths of the Rural Water Supply Sector*, Perspectives No. 4, RWSN Executive Steering Committee, July 2009. St Gallen: Rural Water Supply Network; (2011) Supporting Rural Water Supply: Moving Towards a Service Delivery Approach; Harvey (2011) Sustainable supply chains for rural services: Linking local procurement of handpumps and spare parts supply, Field Note No 2011-1, Prepared by the Rural Water Supply Network, February 2011

Community capacity to manage water systems. Decree Law 2004/4 provides for a communitybased management model for water systems. GoRDTL is now well equipped to provide high quality community engagement in the design and construction of new water systems. GMFs have been trained in financial literacy and O&M, and the vast majority of community managed water systems established with BESIK support are currently functioning . There are however limitations to the community management model which are recognised both in Timor-Leste and internationally. It is generally agreed that communities alone cannot operate and manage rural water systems throughout their life-cycle and while they can play a key part in day-to-day operations, ongoing investment in services is required by the state, possibly using private-public partnership models.

BESIK conducted a comprehensive institutional study of service delivery approaches to rural water supply³³ and identified a number of potential improvements to the community management model. These included better developed planning and support processes for communities to undertake O&M, support to professionalise and formalise GMFs, and clarification of the division between DNSA/SAS responsibilities and community responsibilities, including questions of asset ownership, capital maintenance roles and cost-sharing arrangements. For DNSA/SAS to play their role in joint management, planning and budgeting is required combined with re-allocation of current district level human resources and on-going staff capacity building, including with respect to technical skills. The findings and recommendations from this study will be further addressed in BESIK2.

Need for sound private-sector models: BESIK has explored possible alternative service providers beyond the current model of community management including options for public sector, private providers, and self-supply. Preparatory steps that need to be undertaken before trialing new arrangements are outlined in BESIK's report 'A service delivery approach for rural water supply in *TImor-Leste: Institutional options and strategy'*. These include: market analysis study of the private sector; technical diagnostics and financial analysis; resolve issues around multi-year planning and budgeting; clarify the appropriate agency to act as the contract authority; consider how capacity building support could be provided to private sector or entrepreneurs (or NGOs); link to private sector involvement in the urban sector; technical assistance to support the role of micro-finance institutions.

Quality of water system design and construction. BESIK implemented three principle strategies to improve design and construction quality: improved Community Water Supply Guidelines; capacity building for technicians in system survey, design and good construction; and establishing procedures and capacity for construction monitoring at district, sub-district and community levels. In 2012 BESIK carried out an evaluation of 25 government water systems to determine the extent to which recently constructed systems reflected the quality, design and construction requirements of the government guidelines. The evaluation identified that 40% of surveys, designs and BoQs mostly conformed to the minimum quality standard. 76% of constructed systems mostly conformed to the minimum quality standard as per the national guidelines. The study also found that the DTOs have

³³ Willetts, J. (2012) A service delivery approach for rural water supply in Timor-Leste: Institutional options and strategy. Prepared by Institute for Sustainable Futures, University of Technology Sydney for BESIK (Timor-Leste Rural Water Supply and Sanitation Program), March 2012

increased skills in undertaking surveys, designs and drafting BoQs but they need continued investment to further build their skills. While 80% of systems constructed by government are still functioning after one year, a number of factors relating to selection of contractors impacted on quality of construction. DTOs were generally under-resourced, and in many cases there was not a system in place for the DTO to undertake supervision of construction. For this reason, in some cases entire systems were signed off without a site inspection from the DTO.

Reco	mmendations
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 that 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, MoI 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 aligned.
6	BESIK2 to work with DNSA to strengthen the engagement with the Director General Corporate Services within MoI, with clear justification of budget figures, using evidence based presentation on the importance of MoI investment in services.
7	 BESIK2 and DNSAS should continue to: Work with higher levels of government to better define water infrastructure asset ownership in rural communities, which is a key principle underpinning O&M. Strengthen the current institutional framework, where communities are responsible for O&M 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 O&M, support to professionalise and formalise GMFs, and clarification of the division 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.
9	BESIK2 to support DNSA to engage globally with the WASH-Cost work (www.washcost.info) and to identify further data collection (possibly 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.

Recommendations

- 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.

3.4.2 WATER RESOURCES MANAGEMENT

The importance of managing the nation's water resources is not widely recognised either at the political level or by the general public in Timor-Leste. Timor-Leste faces a range of challenges in managing water resources and it is critical that at all levels greater importance is placed on water as a valuable resource. Unfortunately, the role of the former-DNGRA has been further confused with changes to the Mol Organic Law, passed in January 2011 and which came into effect in January 2012, which has changed the directorate's function and its name to the Directorate for Control and Quality of Water.

High-level policy dialogue on the importance of water resources management across ministries is critical. With water being considered a social right, a public good and of economic value, the directorate responsible for managing the nation's water resource would ideally be located at a more senior level within government, positioned to be able to have credibility and authority with a range of other ministries to effectively manage water resources.

There are a number of program lessons, including those relevant for AusAID water resources programs in Pacific Island Nations:

- Through BESIK, AusAID has played a key role in providing support to GoRDTL to establish the basic systems and policy environment to be able to monitor and manage their water resources and formed effective partnerships with the GoA Department of Climate Change, Geoscience Australia and the Charles Darwin University to provide high-level technical assistance to DNCQA. This has been effective in enabling DNCQA to effectively access high level technical information and to maximise the value of regional level initiatives.
- DNCQA has a small number of staff, with specific technical training needs. BESIK has mobilised targeted and specialist expertise and training opportunities in the region—particularly Australia and East Asia. This, combined with a full time adviser to mentor the team has enabled them to use skills and experiences acquired and thus an effective model for building capacity.
- The links between ownership and use of water resources is a contentious issue in many countries and in Timor-Leste significant cultural importance is placed on spring sources, caves and other water resources. Consultation on the policy and law have been an important process, for a greater understanding. Engagement by national leaders, combined with evidence on which to base policy options have all been critical to ensure that the principles are the best for the context of Timor-Leste.

Recomm	Recommendations			
12	BESIK2 and AusAID should focus 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.			
15	BESIK2 should advocate for and assist in the establishment of a Water Resources Ministerial Council and technical support panel to coordinate water resource planning. This will necessitate further training in Integrated Water Resource Management. Additional investment will be required for development of training of procedures, regulations and capacity to administer the Water Resource Law.			

3.4.3 CAPACITY DEVELOPMENT

BESIK's comprehensive approach to capacity development in the RWASH sector started with an analysis of services to be delivered and the capacity (and existence) of the workforce to deliver those services. This informed the development and implementation of a targeted training program for the RWASH workforce and volunteers that comprised formal and informal training, mentoring and monitoring systems. BESIK complemented skills development by providing essential resources to those who were trained, such as motorcycles and office equipment. Strengthening capacity, however, takes time as transition is not just about skills but the systems and behaviours that are part of 'capacity' and 'performance'. As counterparts are now using their skills and implementing new systems, a 'second generation' of RWASH capacity development needs are becoming evident. The Australian Government's commitment to a further eight years of support to the sector provides the resources to both consolidate achievements to date and to implement the next phase of capacity development. The lessons learned through implementing BESIK's capacity development program are described below.

Capacity building is much more than skills training and includes organisational development, the elaboration of management structures, processes and procedures that support staff to perform effectively. This is illustrated by the appointment of the SDFs who although equipped with the understanding and skills needed to do their jobs, were not in all cases effectively supervised and managed. This highlights the need to complement individual skill building with activities that concurrently strengthen staff management systems and skills.

The importance of on-going mentoring of community volunteers. Through cascade training, 2465 PSFs were trained to deliver hygiene promotion to households with variable success. Where PSFs were mentored by NGO staff, they had greater skills and confidence to meet with households³⁴ and negotiate improved behaviours, resulting in greater uptake of positive behaviours, especially handwashing with soap at critical times, which was a key focus of the intervention.

Women's participation in training. An average of 35% of participants in BESIK sponsored training from 2010 to 2012 were women. The women's participation rate for government employees was Figure 15: Training delivered by government trainers lower (26%) and this reflects the



relative low number of women occupying staff positions; for example, only 15% of DNSA and DNSSB staff are women. Careful selection of times and locations of trainings increased women's participation, as did increasing women's and men's awareness of why women's participation in gaining new skills is important. At the community level, DNSAS/BESIK introduced a guota

system whereby a GMF had to nominate one woman and one man for technical and financial literacy training events. This was most successful for financial literacy training where average women's participation rates of 50% were achieved.

Training at scale - The use of master trainers by DNSAS was successful in delivering training at scale, resulting in a group of primarily government trainers that were confident and skilled at training others (see Figure 15). This success is attributed to the resourcing of training teams and ongoing mentoring built into the training at district level. Given the success of the DNSA model, a similar model, coined as the 'Step Up / Step Out' model, is now being piloted with DNSC for the Community Planning for Sanitation and Hygiene. This model can either be added onto activities already conducted in CAP communities to engage communities in sanitation and hygiene improvements (step up!) or can be implemented in communities where water systems have not been built (step out!).

A risk of cascade training is reduced quality of delivery as training is rolled out. For both the Sanitation and Hygiene and for the various DNSA training courses, BESIK resourced senior trainers to accompany district training teams delivering training in their respective districts. While this was resource-intensive, it was found to be of high value, particularly given that skills in delivering negotiation and behaviour change are challenging concepts to transfer.

Ownership of training. BESIK has worked with counterparts to develop affordable training modules that can be delivered through government trainers. Both DNSA and DNSC have shown a high level of ownership of the training processes and subject matter. This is attributed to their involvement in identifying priority training needs and the inclusion of their staff in master trainer teams. However at

³⁴ From BESIK monitoring (e.g. in areas where NGOs provided support to PSFs almost twice as many KUBASA (& thus HH visits) had been undertaken than in areas where there is no NGO support. Other health sector partners have noted similar analysis.

higher levels of government, there is understandably less awareness of the positive training outcomes and thus less commitment to resource training. While both DNSA and DNSC have identified training activities essential to the implementation of their programs and included these in the Annual Action Plans, neither directorate is yet to receive a budget to undertake training or mentoring. As are result, both DNSA and DNSC have been entirely dependent on BESIK to resource rural WASH training.

Use of national training institutions. The use of national training institutions and local training contractors to deliver WASH training³⁵, resulted in on-going training skills available for use by the WASH sector and, in the case of technical training, by other sectors.³⁶ A further step has been to support the accreditation of these training programs through the newly establish National Accreditation Agency (ANA), which provides clear competency-based measures for training provided. CNEFP and private training contractors proved to be more suitable as training providers than Universities and INAP, as they are more able to undertake short-course training. It is important to note that while the training institutions now have the necessary technical skills and materials to implement RWASH training programs, they will require financial and logistical support to do so in the future.

Use of specialized regional training institutions. BESIK engaged a number of regional training institutions. Most significant was a two year diploma in Rural Water Supply Management for 20 staff (19 M, 1 F) provided by the Institute of Technology Surabaya (ITS) in Indonesia. BESIK also supported short-course training for DNSA and DNCQA staff and an undergraduate scholarship for an EHD staff member. Two lessons emerged with respect to the use of regional institutions. Firstly, it is important to ensure that overseas qualifications will have standing in Timor-Leste. The two year ITS diploma, for example, does not have a corresponding certification in Timor-Leste. Secondly, more attention needs to be given to re-integrating graduates in the work place. Some graduates who returned after a 2 year absence are yet to be effectively incorporated into delivery teams.

Recommendations		
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 ³⁷) 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	
19	Through BESIK2, continue to provide resources for mentoring facilitators trained under BESIK to deliver rural WASH activities at the community level.	

³⁵ Infrastructure programs such as the ADB and ILO are now also considering using local training institutions as a means to scale up training in key skill areas. ³⁶ Both ILO and ADB have expressed interest in developing training through CNEFP in a similar manner to that used by BESIK and DNSA &

DNSSB.

³⁷ 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.

3.4.4 FRAGILE STATE CONTEXT

As detailed above, BESIK has seen a blend of service delivery and capacity building, particularly since addition of the WSI funds in 2010. In general, BESIK has successfully balanced GoRDTL priorities for delivery of rural water and sanitation alongside strengthening approaches for sustainable service delivery. Three principal lessons emerged.

Practical, tangible outcomes from capacity building. At the outset, GoRDTL expressed their concern that BESIK should not be only a 'capacity building' program but that it should help them deliver real benefits to rural communities. As a result, capacity building was directly focused on having skilled people in place to be able to deliver a program at scale, for example the SDFs and District Technical officers. This was done alongside direct support to the delivery of rural WASH programs.

Building a workforce. When BESIK commenced there were almost no staff responsible for rural WASH and Water Resources Management in the Mol and MoH. It would have been futile to ignore this gap and work just to improve the capacity of the existing workforce. Addressing this gap required BESIK (and AusAID) to finance staffing positions, often unpopular with donors. DNSAS and DNGRA were engaged in this process from the beginning and needed support to negotiate at higher levels for staffing to be bought onto the government payroll. While there were risks to this strategy (principally, that GORDTL would not take over the BESIK-funded positions), there was a larger risk to sustainability, of not having a workforce in place. The approach described worked in MoI but in MoH there was lack of commitment to recruiting a cadre of sub-district sanitarians (despite these staff existing in the MoH strategic plan), as a result BESIK did not invest in sanitarians. With the positive outcomes of the SDFs now being seen by the MoH, there is greater interest for BESIK2 and the MoH to engage in a partnership to strengthen the sanitation and hygiene workforce by recruiting sanitarians.

Recommendations

20 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.

3.4.5 COMMUNITY ENGAGEMENT

The effectiveness and sustainability of community engagement processes strengthened by BESIK are covered in Section 2.2.3. This section identifies learning from the BESIK program that may contribute to the development of the National *Suco* Development Program.

Community engagement from the outset in designing, planning and construction of community infrastructure is leading to **increased community commitment** to providing basic operation and maintenance of the infrastructure. However it is also clear that in many cases, communities alone cannot entirely manage community based infrastructure. Ongoing engagement by relevant government departments or through public –private partnerships with communities is essential to ensure that community infrastructure projects result in sustained development benefits. In the context of Timor-Leste, this requires a shift in programmatic approach from a focus on community infrastructure being built to a focus on how that infrastructure can be managed. The National Suco Development Program is well placed to consider models for management of community infrastructure, building close links to relevant line ministries.

The community planning process used for rural water supply (CAP/PAK) has demonstrated a model for engaging communities which has resulted in **greater ownership and community level management** of the infrastructure. The engagement of communities alongside building systems and skills to improve the quality of design and construction of a rural water system are all key factors towards improving the sustainable delivery of rural water supply systems. The National Suco Development Program has an opportunity for the rural water component of community projects to link with DNSAS in further using both the CAP/PAK process and also in using the design and construction standards³⁸ developed. There is an opportunity for a whole of government approach for cost effective and sustainable delivery of small scale rural water systems that have been identified as a priority at community level.

Engagement of Suco Councils and the *chefe suco* and *chefe aldeias* in leadership for both community engagement and for ongoing management of rural water and sanitation has been positive under the BESIK program, with monitoring and studies showing that a **more formal relationship between the Suco council and the GMF** regarding WASH activities at the community level would likely result in a significant strengthening of WASH outcomes at the community level. BESIK's Community Engagement Review found that GMFs and water systems were functioning better in locations where the *Chefe Suco* or *Chefe Aldeia* supported the GMF during both the construction process and with operation and maintenance activities, compared to locations that did not receive similar support.

The National Program for Suco Development could further look at the option of **institutionalising the relationship between Suco Councils and GMFs** for ongoing support to operation and maintenance of rural water systems. This would also strengthen the community's capacity to negotiate with the Government and/or private sector on the higher order support required to maintain water systems (e.g. major rehabilitations, large scale O&M etc).

The Program could also learn from the successful outcomes of the Sanitation Incentive initiative in Liquica (see Section 2.3.2) where *Chefe Sucos, Suco* councils and the *Chefe Aldeias* were actively involved in working with communities (and the District Health Services) to support their communities to achieve Open Defecation Free Status. The success rate³⁹ of 88% achieved during this trial was well above what was achieved using approaches that did not specifically target local

³⁸ Standards are provided in the DNSAS Rural Water Supply Guidelines.

³⁹ The triggering success rate is the proportion of triggered communities that achieve ODF status

leaders and Sucos councils (26%). BESIK is currently undertaking further monitoring to gain a better understanding of the factors contributing to this significant result.

BESIK has worked with DNSA to increase meaningful participation of women in management of rural water systems and in decision making for hygiene and sanitation. This has required specific targeting and monitoring of women's participation and outcomes related to increased participation. These approaches to effectively engaging women could be replicated or adapted in work with the *Suco* Development Councils.

The DNSA sub-district facilitators are now well established and able to facilitate and mentor communities to manage their water systems. While the Suco Development Program will require an additional cadre of communities facilitators, it would be prudent to engage the SDFs in the scaling up of the water supply component of the program.

Recommendations

- 21 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.
- 22 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.
- 23 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.

3.4.6 SCALING UP ACCESS TO SANITATION

The 2010 Timor-Leste Population and Housing Census confirmed that basic sanitation coverage is low in Timor-Leste. Only 24.7 percent of Timorese in rural areas were found to be using improved latrine facilities and essential hygiene behaviours such as hand washing with soap were practiced in less than 25 percent of households.

BESIK has worked closely with MoH and MoI to focus on sanitation approaches that can be delivered at scale to rapidly increase sanitation coverage and progress towards MDG goals. Since 2010, an additional 67,068 people have access to basic sanitation (35,995 with access to improved sanitation).

BESIK has used an action learning approach that incorporates, research, trialling ideas, and systematic review to develop a delivery model that is appropriate to the Timor-Leste context and can be scaled up using the resources available to government. This evolutionary approach has generated much learning that is applicable not only to Timor-Leste but also to practitioners applying non-subsidy sanitation approaches elsewhere in the region.

Key lessons at a strategic level are:

Spending on sanitation is most effective when directed at human resources to facilitate communities to change sanitation behaviours. Non-subsidy programs have proved to be implementable at scale in Timor-Leste, and to achieve higher rates of improved sanitation uptake than subsidy programs. The National Basic Sanitation Policy for Timor-Leste provides that subsidies

will only be provided where specific household level vulnerability criteria are met and will be delivered in a way that does not undermine the social change process fundamental to non-subsidy approaches. This approach needs agreement from all sectors of Government and key stakeholders.

Government ownership and commitment to sanitation at scale is essential for success. This needs to be both at the implementation levels and at the senior policy level of government. Achieving ownership is a lengthy process (3 years in the case of the National Basic Sanitation Policy) and requires substantial policy dialogue between a range of Ministries and sector partners to generate an understanding of the issues and how best they can be addressed. GoRDTL's ownership and commitment to sanitation are affirmed by the approval of the National Basic Sanitation Policy, the establishment of the Directorate of Basic Sanitation Services in the Ministry of Infrastructure and MOH's adoption of the PAKSI approach for delivery of sanitation services.

Key lessons relating to the implementation of non-subsidy sanitation approaches are discussed below.

Community Led Total Sanitation⁴⁰ requires **strong facilitation skills** to facilitate the "triggering" for recognition of the importance of improved sanitation behaviours. **Systems and resources for on-going facilitation** to sustain the process of improving sanitation are equally important. This includes on-going negotiation to motivate all households to practice safe defecation practices and continual support to help households make informed decisions on how to move up the sanitation ladder. Assessments undertaken by BESIK have shown that where facilitation skills were strong and ongoing support provided, there was a greater success in the number of households using a latrine, and also in achievement of ODF status.

Engaging local leaders in achieving ODF. While a number of communities were actively involved in CLTS programs, achieving 100% open defecation free, essential for health benefits, was proving a challenge. Monitoring found that achievement of ODF status was highest where village leaders were actively engaged at the outset. Village leaders can also provide ongoing mentoring to prevent households from reverting to open defecation practices and strengthen the inclusion of more remotely located households. BESIK2 can invest further in building partnerships between District Health Services, District Administrations and village leaders to establish (and monitor progress towards) ODF targets at suco, sub-district and district levels.

Demand creation through CLTS is only one side the equation. Households must also have **easy access to affordable sanitation products** that enable them to improve the quality of their latrine. BESIK conducted studies to better understand the Timor-Leste sanitation market including: household preferences, willingness to pay, and business motivation. Key findings are that while a "quick fix" production and selling of sanitation products can address the immediate demand created by NGO and government projects, these are unlikely to be sustainable. Recommendations to BESIK2 on how best to approach sanitation marketing are available in the BESIK Sanitation Marketing Study Report.

⁴⁰ CLTS is the demand creation approach that underlies the approaches that BESIK has supported MoH and MoI to implement.

Clear messaging on the sanitation subsidy for vulnerable households, including clear criteria of who is, and who is not entitled to sanitation subsidy. Monitoring has shown that while communities have invested in a basic toilet, they often wait for a subsidy, rather than invest themselves in an improved toilet. Hence the need for the 'smart' application of subsidies that meet the needs of the most vulnerable without undermining the social change process that underpins CLTS.

Importance of water supply to latrine use. Research has shown that a great number of people link access to water as important in terms of using a toilet. Facilitation skills on dry latrine options are important in locations where people are a long way from water, or water is scarce particularly in the dry season.

Lessons about the comparative success of the different sanitation approaches (TSC, CLTS+, CLTS+I and PAKSI) are provided in Annex 4.

Recommendations		
24	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.	
25	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.	
26	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.	
27	BESIK2 will need to balance undertaking sanitation pilots with GoRDTL demand to scale up.	
28	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.	
29	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.	

3.4.7 GENDER AND SOCIAL INCLUSION

Integration of gender equality and social inclusion has required a multi-pronged approach: working at national level through policy and strategy development; at district and sub-district levels increasing stakeholder awareness of the value of gender and social inclusion in WASH; and at the community level in the design, training and systems for equitable community facilitation through to equitable participation in ongoing management.

Within that multi-pronged approach, quotas and role-modelling have been important for success. Quotas for training and participation have been useful both in ensuring women's involvement and also as a mechanism for increasing community acceptance of women in decision-making roles. Engaging women in GoRDTL service delivery roles has provided a model for women in WASH e.g. 24% of SDFs, 16% of DTOs and 40% of PSFs. This is a visible demonstration to communities and peers alike that women can work equally alongside male counterparts.

BESIK's analysis is that a range of barriers need to be overcome for improved gender equality. These include entrenched community attitudes that constrain the roles of women, impact on women's participation within communities and GMFs, and women volunteering or being identified as natural leaders for sanitation initiatives. At an institutional level, while Gender Focal Points are now appointed, a lack of formalized systems for gender equality results in a dependence on individual interests and commitment. Organisational and whole-of-government commitment and reporting on gender and social inclusion is required to ensure that resources and management attention are committed to equality in WASH delivery. There also still remain instances where survey and design, and construction of water systems does not follow the GoRDTL guidelines for gender and social inclusion.

With respect to disability, there is an improved understanding of WASH issues faced by people with functional disabilities and inclusion of disability in national policies. To complement this, however, there needs to be commitment, alongside monitoring and reporting systems, to make resources available for socially inclusive WASH at community level. Responding to disability requires investment in understanding individuals and their specific needs and it is important that the Ministry of Social Solidarity (MSS) is actively engaged.

Recommendations

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

Recommendations		
	further identify appropriate mechanisms in the Timor context to integrate menstrual	
	hygiene into sanitation and hygiene programs are being developed.	

3.5 HANDOVER AND EXIT ARRANGEMENTS

Handover and exit arrangements for BESIK commenced in early-2011 with a focus on designing the next phase. While the AusAID Monitoring Review Group reviewed BESIK program progress in April 2011 it also identified potential areas and issues for future Government of Australia (GoA)support to GoRDTL and the sector. Following a series of discussions, the broad strategy of GoA support in the next phase was made public through release of a concept note^[11] in August 2011 which highlighted the rationale for continued engagement in the sector, the issues related to access to services, described the future three program components and principles of engagement. Led by AusAID, the BESIK team contributed to this dialogue with technical and other support.

Some key characteristics of BESIK2 (2012-2016) include the direct appointment of an AusAID Program Director (PD), the formation of a joint Ministry Steering Committee to approve workplans and for heightened policy engagement, a greater emphasis on research within an enhanced M&E framework and a reduced role for an MC to provide operational, logistics, administrative support and grants/contract management. Some direct funding through GoRDTL in 2013-4 is anticipated in the new design following a fiduciary risk assessment.

The AusAID PD recruitment commenced in February with appointment in September. A tender for the BESIK2 MC took place in March 2012, with an appointment in August. Both the BESIK 2 PDD and the draft contract in the RFT identified transitional arrangements for both the program and the MC, including handover of assets and recruitment of key international and local staff. Key ongoing transitional activities were to include: the hand washing with soap campaign, the sanitation strategy and sanitation marketing. Further details are available in the BESIK 2 PDD and RFT documents.

- A register of key documents for handover is provided as Annex 6.
- A register of personnel involved in the program is provided as Annex 7.
- A register of program assets as at June 2012 is provided as Annex 11.

This report does not include a register of contractual obligations as all activities funded through imprest were concluded by completion of program.

^[1] Rural Water and Sanitation in Timor-Leste Concept Note (Version 6: 22nd July, 2011)