

Third Water and Sanitation for Low Income Communities Project (PAMSIMAS)
and the
Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA)
Facility

Independent Review



January 2013

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Initiatives:	Third Water and Sanitation for Low Income Communities Project (PAMSIMAS) <i>and</i> the Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility
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AID ACTIVITY SUMMARY

Aid Activity Name	Third Water and Sanitation for Low Income Communities Project (PAMSIMAS)		
AidWorks initiative number	INI391		
Commencement date	September 2006	Completion date	December 2014
Total Australian \$	\$54.5 million		
Total other \$	Gol: US\$101.1, World Bank: US\$137.5m		
Delivery organisation(s)	PAMSIMAS: Gol/World Bank		
Country/Region	Indonesia		
Primary Sector	Water, Sanitation & Hygiene (WASH)		
Aid Activity Name	Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility		
AidWorks initiative number	INI390		
Commencement date	July 2009	Completion date	May 2013
Total Australian \$	A\$10 million		
Total other \$	-		
Delivery organisation(s)	Gol/World Bank Water and Sanitation Program		
Country/Region	Indonesia		
Primary Sector	Water, Sanitation & Hygiene (WASH)		

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EXECUTIVE SUMMARY

This document is an independent review of two of Australia's investments in the rural water, sanitation and hygiene (WASH) sector in Indonesia: the World Bank-managed Third Water and Sanitation for Low Income Communities Project (PAMSIMAS) and the Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility.

The purpose of the review was to inform AusAID's future support to these programs and strategic issues pertaining to its wider WASH programming. The objectives were to:

- Assess AusAID's contribution to PAMSIMAS program outcomes and achievements
- Assess the relative cost-effectiveness and sustainability of PAMSIMAS as compared with other rural WASH programs in Indonesia
- Review WASPOLA's main achievements and contributions
- Assess the appropriateness of WASPOLA's facility-modality

AusAID also requested the review team to document any broader strategic issues arising on AusAID WASH sector support.

Field work for this evaluation was carried out during the period 22 October – 2 November 2012 and involved interviews or discussions with more than 200 stakeholders and more than 100 beneficiaries (38% female). The evaluation also drew on wider sector literature and involved document review and analysis.

PAMSIMAS is a national Government of Indonesia Program partially funded by a World Bank loan and AusAID co-financing with an objective to scale-up access to water and sanitation and improve hygiene behaviour as part of Gol's efforts to achieve the relevant Millennium Development Goals. AusAID provided \$54.5 million to PAMSIMAS for technical assistance and grants to expand the program.

The WASPOLA Facility is an AusAID initiative implemented by World Bank's Water and Sanitation Program (WSP) and Gol with a purpose to strengthen Gol capacity to guide WASH sector development with responsive support to policy development, policy implementation and sector management. WASPOLA is managed by the WSP's WASPOLA Facility Trust Fund and is executed by Gol through an inter-agency group chaired by Bappenas.

The review findings are summarised below against each of the evaluation questions.

AusAID's contribution PAMSIMAS program outcomes: PAMSIMAS is the largest rural WASH program worldwide and has had significant impact. In November 2012 the program reported providing access to water and sanitation to some 4.2 and 3 million additional people respectively. Overall, this review found that AusAID's contribution to PAMSIMAS was valuable from a number of perspectives. AusAID's support was viewed positively due to its flexibility and it contributed to both expansion of the program in specific locations to meet local government demand as well as technical assistance to improve program quality and effectiveness across all Provinces. AusAID's contribution expanded the program by an additional 350,688 people with access to water, mostly in West Sumatra, Central Sulawesi, Gorontalo and NTT. It also increased access to sanitation for 359,833 people, though this figure may be unreliable since field visits demonstrated significant challenges faced in monitoring. Quality and effectiveness of PAMSIMAS outcomes was enhanced through use of AusAID funds for community facilitator and community water management group training, a publically available monitoring system to enhance transparency, socialisation material and various studies and pilots.

Despite these achievements, there were, however, areas of missed opportunity where AusAID could have exerted stronger influence. These included more strategic engagement and to influence policy areas important to AusAID (eg sustainability, gender, disability, sanitation) including genuinely shifting towards a sectoral approach rather than a program approach.

Relative cost-effectiveness of PAMSIMAS outcomes: The key finding was that PAMSIMAS unit costs per beneficiary were either on par or higher than other comparative programs. This analysis was challenging and should be treated with caution due to complications comparing different programs with different processes, scales, time-frames, levels of technical assistance, geographical coverage and system quality etc. Costs were on par with PNPM. Costs were higher than for the program's previous phase (WSLIC-II) which PAMSIMAS reported to be substantially due to the smaller scale of PAMSIMAS water systems which affected their economy of scale. Unit costs for PAMSIMAS sanitation outcomes were higher than reported unit costs from other sanitation programs, and were challenging to ascertain due to lack of reliable beneficiary data.

Relative sustainability of PAMSIMAS outcomes: Significant analysis was undertaken on sustainability of water service outcomes across PAMSIMAS, WSLIC-II (PAMSIMAS' predecessor) and Indonesia's National Community Empowerment Program (PNPM) which includes water as part of an open menu. Although readily comparative data was lacking, there was sufficient evidence to assert that PAMSIMAS sustainability outcomes are likely slightly stronger than PNPM, but potentially weaker than WSLIC-II. Since PAMSIMAS aims to provide a platform for a sectoral approach to rural water supply, there are significant changes required to address sustainability challenges and shift the sector to a stronger focus on service delivery rather than infrastructure implementation. In particular, the capacity of local government and water management groups or water boards (BP-SPAM) are critical and were judged to require increased attention. On-going forms of support for BP-SPAM, such as associations, are important to facilitate and improved sector monitoring with a strong 'sustainability' focus is required.

Sustainability of sanitation outcomes was unclear as available M&E information did not capture whether open defecation free (ODF) status is maintained after ODF verification. A strong positive development towards sustainability of sanitation outcomes was the move to work through MoH and support the wider STBM program through sub-district level sanitarians. Improved facilitation quality and strengthened follow-up are required however, as is a strengthened focus on market chain development to improve the availability of affordable latrine options for households.

Review WASPOLA's main achievements and contributions: The review found that WASPOLA had made a large number and variety of contributions to the sector across the three areas of focus: policy implementation; policy development; and sector management and coordination. Notable examples included: assisting translation of national policy to Provincial and District levels (including provincial level Pokja assessment and capacity strengthening and preparation of strategic plans and investment plans by some district level Pokja-AMPLs, introduction of local by-laws as well as training on STBM); support to develop a sector monitoring system (NAWASIS); and assistance to Gol on a national Water Safety Plan and related pilot trials.

This review also found that stakeholder perspectives on WASPOLA varied and some felt WASPOLA could potentially have been more 'strategic' in its direction and approach, with different stakeholder perspectives on whether the key limiting factors related to the 'facility'

approach or related to BAPPENAS placing lower priority on the Pokja-AMPL and on WASPOLA than it has in the past.

Assess the appropriateness of WASPOLA's 'facility' approach: This review considered both the reasoning for the choice of a facility approach to achieve WASPOLA's purpose as well as how the 'implementation' of the facility approach actually took place.

The basis for the choice of a Facility design for WASPOLA (as laid out in the design document) was to provide a flexible, responsive mechanism to support GoI to develop and implement water and sanitation policy and improve sector coordination and management. Hence the design prioritised the notion of partnership and being responsive to GoI over developing a program with a clearly articulated substantive institutional development outcome. However GoI, AusAID or WSP (as implementing partner) did not appear to have recognised partnership as a primary objective or prioritised or invested effort in to build and maintain the 'partnership'.

Implementation of the facility approach had delivered many advances and benefits (described above in WASPOLA's contributions) but was also challenging. Boundaries placed on proposal selection may not have been tight enough, the formal process of proposals was not necessarily well-matched to the context, the working group responsible for the Facility only met infrequently, WASPOLA staff felt a tension between being responsive and being strategic and finally, articulation of the facility's achievements against higher-order outcomes has been challenging without a framework developed for this purpose.

It is therefore timely for all partners to reflect on WASPOLA's achievements and to consider steps to maximise WASPOLA's effectiveness in the time that remains for this phase.

CONSOLIDATED RECOMMENDATIONS

Recommendations for AusAID (in order of priority)

2. AusAID should engage with WB based on the findings of this report, directing its influence towards improvements in sustainability (through local government and community engagement, sanitation, gender and disability) and strengthening the program's contribution towards a sector-wide approach (p8)
15. AusAID should take a more active role in providing leadership support to WASPOLA over the coming period, including initiating Steering Committee meetings or other approach to setting shared strategic direction, and engaging with Bappenas on ways to improve Pokja-AMPL role and functioning (p24)
16. GoI, WASPOLA, WSP and AusAID should carefully consider the most strategic areas for WASPOLA to focus on over the coming period, including emphasis on supporting national Pokja, Provincial Pokja (particularly successful examples) and sectoral efforts such as NAWASIS and water safety planning (p25)
17. AusAID should re-examine its intent in designing WASPOLA as a Facility, and ensure that subsequent planning for policy engagement in WASH is well-informed and based on a sound strategy (p28)
1. AusAID should undertake an engagement process with World Bank and with GoI on PNPM and PAMSIMAS to address their overlapping mandates and different policies (p7)
5. AusAID and PAMSIMAS II should consider ways to support an improved evidence base of life cycle cost information to inform sector planning, investment needed by communities and government to ensure on-going service delivery, not just new infrastructure (p11)

Recommendations for PAMSIMAS II (in order of priority)

9. PAMSIMAS II should increase support to local government, including stronger orientation, bottom-up planning, links to political economy and prioritisation of WASH, skills development, and improved clarity and resources on the organisational model for sector management their role to support and monitor community management within this (p17)
6. PAMSIMAS II should focus greater resources and attention (than was done in PAMSIMAS I) on the sanitation and hygiene component as this will ensure better effectiveness and, as a result, better cost-effectiveness (p12)
11. PAMSIMAS II should direct significant attention to supporting sector monitoring beyond 'program' monitoring including key areas critical for sustainability: system functionality and management arrangements. Such work should be undertaken in collaboration with other sector stakeholders, and particularly BAPPENAS, who, through the Pokja, should champion this initiative at national level (p18)
12. PAMSIMAS II should strengthen its efforts to move from a 'program' orientation to a sector-wide approach with a service delivery focus. This includes a focus on formalising and professionalising community management; greater accountability; strengthening systems for budgeting based on life cycle costs; systems for asset management; and wider adoption of shared standards of construction (p18)
8. PAMSIMAS II should increase capacity building support to BP-SPAM, including strengthened technical training (for male and female members) and strengthened financial management, and consider mechanisms to introduce greater formality and recompense for

BP-SPAM members playing integral functional roles. PAMSIMAS II should also engage with GoI on the overall organisational model for district support to BP-SPAM (p16)

10. PAMSIMAS II should pilot and refine a range of workable arrangements for supporting associations of water management groups, followed by expansion of this approach more widely (p18)
13. PAMSIMAS II should invest greater resources and the required strategies to ensure high facilitation quality in sanitation and hygiene promotion, which includes working with MoH and other sector stakeholders through the Pokja to develop an appropriate system to accredit facilitators (p20)
14. PAMSIMAS II should complement 'demand-side' work with strengthened focus on 'supply-side' to ensure availability of affordable sanitation products through targeted support for market chain development (p21)
7. PAMSIMAS II should engage with GoI to expand the time-frame for implementation beyond one-year as the current short time-frame reduced quality and effectiveness, particularly of community processes (p15)
4. PAMSIMAS II should analyse the unit cost per beneficiary for hardware and software costs, not just hardware only. This will raise awareness of such cost requirements for government budgeting and will increase transparency. PAMSIMAS II should also conduct and share analysis that demonstrates the negative impact of lack of sustainability on cost-effectiveness with GoI stakeholders, towards building greater commitment to sustainability (p10)
5. AusAID and PAMSIMAS II should consider ways to support an improved evidence base of life cycle cost information to inform sector planning, investment needed by communities and government to ensure on-going service delivery, not just new infrastructure (p11)
3. PAMSIMAS II should examine reasons for any elevated hardware costs in PAMSIMAS I and ensure the new design addresses these areas. This should be done whilst ensuring that pursuit of reducing costs does not impact negatively on system quality (p9)

Recommendations for GoI, WASPOLA and WSP

16. GoI, WASPOLA, WSP and AusAID should carefully consider the most strategic areas for WASPOLA to focus on over the coming period, including emphasis on supporting national Pokja, Provincial Pokja (particularly successful examples) and sectoral efforts such as NAWASIS and water safety planning (p25)
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LIST OF ACRONYMS

AusAID	Australian agency for international development
BAPPENAS	National Planning Agency Board
BP SPAM	Water Board or Water Management Group
CapEx	Capital Expenditure – Hardware and Software
CapManEx	Capital Maintenance Expenditure
CBO	Community Based Organisation
CLTS	Community Led Total Sanitation
CoC	Cost of Capital
ExpDS	Expenditure on Direct Support
ExpIDS	Expenditure on Indirect Support
FGD	Focus Group Discussion
Gol	Government of Indonesia
IndII	Indonesia Infrastructure Initiative
LG	Local Government
M&E	Monitoring & Evaluation
MDG	Millennium Development Goal
MIS	Monitoring Information System
MoF	Ministry of Finance
MoH	Ministry of Health
MPW	Ministry of Public Works
NAWASIS	National Water and Sanitation Information System
NGO	Non-Government Organisation

O&M	Operation and maintenance
ODF	Open Defecation Free
OpEx	Operating / Minor Maintenance Expenditure
PAMSIMAS	Third Water and Sanitation for Low Income Communities Project
PDAM	District Water Supply Company
PHAST	Participatory Hygiene and Sanitation Transformation
PIN	Previous sector information system
PMD	Directorate General of Village and Community Empowerment
PNPM	National Community Empowerment Program
Pokja	Sector coordination group
RWSS	Regional Water Sanitation Sector
SAMIK	District/City Water Strategy
STBM	Sanitasi Total Berbasis Masyarakat – Total Sanitation Program
TAMF	Technical Assistance Management Facility
TSSM	Total Sanitation and Sanitation Marketing Project
UNICEF	United Nations Children’s Fund
WASH	Water Sanitation and Hygiene
WASPOLA	Water and Sanitation Policy Action Planning Project
WS	Water supply
WSES	Water Supply and Environment Sanitation
WSLICII	Second Water and Sanitation for Low Income Communities
WSP	World Bank Water and Sanitation Program

1. INTRODUCTION

1.1 Document purpose

This document is a review of two Australian Agency for International Development (AusAID) investments in the rural water, sanitation and hygiene (WASH) sector in Indonesia:

- Third Water and Sanitation for Low Income Communities Project (PAMSIMAS) is a national Government of Indonesia Program partially funded by a World Bank loan
- Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility (implemented by World Bank's Water and Sanitation Program (WSP) and Government of Indonesia).

Field work for this evaluation was carried out during the period 22 October – 2 November 2012 and involved interviews or discussions with more than 200 stakeholders and more than 100 beneficiaries (38% female). A schedule of interviews is provided in Appendix B.

1.2 Background

AusAID has provided support to both PAMSIMAS (2008-2012) and WASPOLA (2009-2014) programs over many years. Both programs are currently in their third phase. AusAID provided \$54.5 million to PAMSIMAS for technical assistance and grants to expand the program. The current phase of PAMSIMAS will finish in 2012, and AusAID has notified GoI and the World Bank of its intentions to provide an additional \$50 million to the next phase of PAMSIMAS contingent on the findings and recommendations of this independent review.

AusAID provided \$10 million to support the WASPOLA Facility, of which \$8 million is managed by WSP, and \$2 million by GoI. The Facility is in the process of being extended (no cost) until December 2014. AusAID's interest in reviewing this program was to better understand the contributions that had been made to the sector, and the implications of the change in modality from project-based (in its second phase) to 'facility' (in its current third phase). Findings were expected to inform future decisions on AusAID support to policy development and reform in the sector.

This review also took account of two other AusAID initiatives that are relevant to AusAID's engagement in the rural WASH sector:

- National Community Empowerment Program (PNPM): AusAID is providing \$215 million to its current phase. PNPM supports communities to identify, plan and design projects of their choice from an open menu. Water and sanitation rank as third and fourth most popular infrastructure built under PNPM
- Indonesia Infrastructure Initiative (IndII): IndII supports WASH initiatives primarily in the urban sector, however is also engaged in the rural sector in supporting local government to enable community-based organisations (CBOs) to access market financing to improve or expand water services.

1.3 Design overview

PAMSIMAS is a national Government of Indonesia Program partially funded by a World Bank loan and AusAID co-financing. The development objective is

"to increase the number of low-income rural and peri-urban populations accessing improved water and sanitation facilities and practicing improved hygiene behaviours as part of GoI's efforts to achieve the water and sanitation MDG's"

The program's five main components are shown below:

- Component 1: Community empowerment and local institutional development

- Component 2: Sanitation and hygiene behaviour in communities and schools
- Component 3: Grants for village water supply and public sanitation facilities
- Component 4: Incentives Grants to expand the improved services
- Component 5: Technical support and management of the Project- development of a management information system (MIS) and associated public website to improve program transparency and governance

PAMSIMAS differed from its predecessors, Water and Sanitation for Low-Income Communities (WSLIC I and II) in the following ways: (i) a national program approach towards development of a sector-wide approach; (ii) inclusion of peri-urban communities, not just rural communities; (iii) greater role for Provincial governments; more attention to building sanitation supply chains; (iv) removal of grant/credit for toilet construction; (v) inclusion of performance-based incentive grants to district governments and communities; (vi) replication program by district governments.

Plans for PAMSIMAS 2 are underway, and include the following changes as compared with the current phase:¹ (i) allow flexible use of block grant to allow for project investments of different sizes; (ii) allow districts to manage the block grant and utilisation; (iii) strengthen RWSS institutions including Pokja-AMPL, district partnership committee and water management association; (iv) synchronisation of local sector policies and strategies including establishing district monitoring mechanism.

The **WASPOLA** Facility (Water and Sanitation Policy and Action Planning Facility) is an AusAID initiative implemented by World Bank's Water and Sanitation Program (WSP) and GoI. The purpose of WASPOLA is

“to strengthen the capacity of GOI to guide development of the WSES sector through establishment of a flexible Facility that can support emerging needs relating to policy development, policy implementation, and sector management”.

WASPOLA is managed by the WSP's WASPOLA Facility Trust Fund and is executed by GoI through an inter-agency group chaired by Bappenas. The rationale for a Facility approach was to support a flexible approach to provision of assistance to address emerging needs in a changing policy environment. The Facility design noted an intention to achieve a high level of ownership by GOI, by providing substantial authority over activity selection, implementation and evaluation and a government executed budget allocation. The Facility focus has been on new policies, district government planning, information dissemination and training of project facilitators for donor programs.

1.4 Review purpose and objectives

The purpose of the review was to inform AusAID's future support to relevant programs and strategic issues pertaining to its wider WASH programming. The main objectives were to:

- Assess AusAID's contribution to achievement of PAMSIMAS program outcomes
- Assess the relative cost-effectiveness and sustainability of PAMSIMAS as compared with other rural WASH programs in Indonesia
- Review WASPOLA's main achievements and contributions
- Assess the appropriateness of WASPOLA's facility-modality

A secondary objective was to document broader strategic issues arising on AusAID WASH sector support.

¹ Source: PAMSIMAS presentation to review team, 23 Oct 2012

2. METHODOLOGY

The evaluation was conducted during October-November 2012. The team adopted a collaborative, ‘utilisation focussed approach’.² The broad methodology was qualitative and ‘agile’, with new insights used to progressively refine evaluation questioning. Where relevant, existing sector literature was consulted to support sound conceptualisation of key evaluation areas, notably ‘sustainability’ and ‘facility approach’. The approach for each evaluation focus is shown in Figure 1.

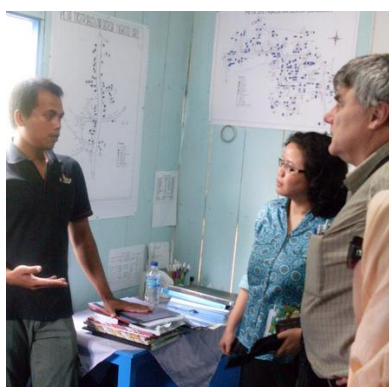
Evaluation focus	Approach
AusAID’s contribution to achievement of PAMSIMAS program outcomes	Developed a theory of change (for AusAID-specific support) with AusAID staff and tested this theory through interviews and documented evidence of PAMSIMAS outcomes
Relative cost-effectiveness of PAMSIMAS	Conducted broad-brush analysis of unit cost per beneficiary for access to water and to sanitation through PAMSIMAS, PNPM and WSLCII
Relative sustainability of PAMSIMAS outcomes	Developed and tested frameworks for assessing sustainability with key informants (at national and local level) for PAMSIMAS and PNPM
Review of WASPOLA’s main achievements and contributions	Document review and key informant interviews with sector stakeholders at national, provincial and district level.
Appropriateness of WASPOLA’s facility-approach	Background review of success factors for other AusAID supported facilities and key informant stakeholder interviews to triangulate perspectives
Strategic issues for broader AusAID program	A running list of such issues was documented during the evaluation

Figure 1: Evaluation approaches for each corresponding evaluation focus

2.1 Methods

The review involved a range of primarily qualitative research methods:

- **Document reviews:** a comprehensive review of key documents produced by the programs and relevant sector literature helped identify key issues for further investigation in the field and quantitative data analysis presented in this report.
- **Key informant interviews (KII):** purposively selected informed individuals were interviewed to enable probing and triangulation.
- **Focus group discussions (FGD):** FGDs with male and female beneficiaries and with NGOs at national level enabled the evaluation team to rapidly develop a sense of the diversity of views on the programs.



² Utilisation focused evaluation prioritises strong stakeholder engagement and a focus on servicing the practical information needs of intended users (Patton, 2008, Utilization Focused Evaluation, Sage Publications)



Figure 2: Review process. Previous page left to right- Discussion with BP-SPAM Kesongo, Semarang, Women at focus group discussion in Oelpuah, Kupang. Above left to right: Water system in Oelpuah, Kupang and men's focus group discussion in Oelpuah, Kupang

- **Observation:** general observations during the fieldwork confirmed and challenged preliminary conclusions arising from the other methods. Observations were made of interactions and relationships between classes of stakeholder, physical works and facilities, professionalism of implementation, quality and appropriateness of deliverables, and the general attitude and engagement of various stakeholders.
- **Content analysis:** employed to analyse detailed notes taken in the field and identify common and exceptional themes against the evaluation questions.

A clear question guide (Appendix B) was used in a semi-structured way to enable the triangulation of issues across different classes of program stakeholder, and to ensure consistency of approach across the evaluation team.

The purposive sample of interviewees considered logistical constraints and selected relatively strong and weak performing districts or communities to provide the evaluation team with a sense of the spectrum of achievements and a realistic view of challenges.

The review sought verbal consent and ensured key informants and community members were adequately informed of the purpose of the review, its potential outcomes, and the type of information sought from them. To avoid the evaluation being an extractive exercise, responsibility for feedback to participants was placed in AusAID and implementing teams.

2.2 Limitations

The following limitations are important to take into account in reviewing the findings presented in this report:

- **Time and resources:** the rigour of the data gathering and analysis processes for this review was constrained by the time available (2 weeks in-country)
- **Access:** since the program covers a large geographic area the evaluation team was only exposed to perspectives from a limited range of stakeholders and locations
- **Measurement:** social changes are multi-faceted and difficult to measure. Systematic analysis of quantitative and qualitative data, including direct quotes from informants was used to mitigate this limitation
- **Attribution:** direct attribution is necessarily limited ('contribution' is more realistic) since initiatives such as PAMSIMAS and WASPOLA take place within complex 'open systems' where multiple factors contribute to and detract from program outcomes

3. FINDINGS

3.1 AusAID contribution to PAMSIMAS outcomes

This section addresses the hypothesis that: “AusAID’s contribution was valuable and effective in supporting achievement of PAMSIMAS program outcomes”. Overall, this review found that AusAID’s contribution was highly valuable from a number of perspectives. However there were areas of missed opportunities where AusAID could have exerted stronger influence. The key question from here is the most appropriate mechanism for AusAID to continue to add value to the upcoming program.

AusAID contributed a total of AUD54.5m to the wider program, which represents the largest rural WASH program in the world. The wider program has achieved access of an additional 4.2 million people to water supply and 3 million to sanitation across 15 provinces in 110 districts in 6190 villages. As well as targeted support, AusAID grant support allowed flexibility to address evolving needs: “technical assistance is needed from AusAID or donors to give flexibility to try innovative approaches... AusAID support has offered enormous flexibility” (PAMSIMAS staff). Using a simplified theory of change to examine how AusAID inputs influenced outputs and outcomes, the key AusAID contributions and their resultant effect on PAMSIMAS program outcomes are summarised in Figure 3.

	Main AusAID contributions	Effect on PAMSIMAS program outcomes
Support across all provinces	Expansion of facilitator training (1500 facilitators and 1950 government staff) and additional facilitator roles (eg. additional ‘sustainability facilitators’ in all provinces)	Facilitators are the backbone to successful implementation of PAMSIMAS in terms of community engagement and technical quality. Despite some issues arising on facilitator retainment and skills, ³ AusAID support strengthened implementation quality across all locations, and sustainability facilitators have played a role to support on-going BP-SPAM management, essential to increasing sustainability of program outcomes.
	Expert advice on PHAST/CLTS	This input was important in assisting the shift from a previous subsidy-based approach to CLTS. WSP also noted that AusAID assisted a constructive working relationship between WSP and PAMSIMAS “ <i>AusAID pushed the sanitation agenda and [this] made our job to support on sanitation easier</i> ”. Sanitation outcomes have been varied however due to implementation challenges (Section 3.3).
	Training for BP-SPAM (3200 people in water management groups)	Training for BP-SPAM was essential for their successful establishment and was recognised as important by national level stakeholders. For example Public Works senior staff reported: “ <i>We have had more intensive capacity building due to AusAID contribution. Workshops in the local community on how to operate better, how to develop the system.</i> ” However training was likely insufficient to ensure BP-SPAM can play their required role (see Section 3.3)
	Contribution to developing and maintaining the management information system (MIS) and related website	The MIS gives transparency to the initiative, provides a complaints procedure and provides status updates on water system functionality and sanitation outcomes- all important elements that add considerable value to the program and were reported to have reduced opportunity for corruption.

³ Whilst AusAID contributions supported facilitator capacity, challenges were met in retaining facilitators, and field trips offered evidence of inadequacy of skills or training for the roles they were playing. In Kupang, comment was made on “the high turnover of facilitators. We already trained them and once they are accepted as a civil servant they resign and we have to start from zero” (Public Works Kupang Province). In Semarang, incentive grant facilitators were responsible for designing system upgrades but without necessarily skills.

	Knowledge sharing: Infrastructure Book, (8,520 sets for LGs and Communities); Movie series “Understanding Pamsimas Better”, (to 110 Dts, 1,500 villages); Socialization media (to 2,000 villages)	These efforts at socialisation are positive, however their impact was difficult to assess within the context of the review. Engagement with WASPOLA staff indicated that overall, efforts to socialise PAMSIMAS with local governments and POKJA’s were insufficient to meet the needs (see further discussion in Section 3.3)
	Studies: Impact evaluation study of 2010 and 2011 villages; and Technical Rapid Assessment on technology options and performance of WSS.	Whilst some studies had been completed, it was not clear how the findings had been used to improve programming. It may be that more targeted studies (eg on local government role and capacity, global approaches to establishing water associations etc.) would have provided the program with a strengthened evidence base.
	Pilot on strengthening LG capacity, Pilot the establishment of a district-wide MIS system and Pilot Watershed Protection	The review did not examine these pilots in detail, however the use of funds for targeted pilots is supported as such pilots would be expected to provide useful learning which can be immediately applied in this large-scale program.
Support to program expansion	Expansion of the geographical reach of the program (additional 1190 villages USD 28,000/village, including relevant facilitators)	Gol was able to respond to a greater number of Local Government requests for PAMSIMAS. 350,688 people with access to water, mostly in West Sumatra, Central Sulawesi, Gorontalo and NTT. Increased access to sanitation is reported to be 359,833 however challenges in data quality mean this figure may be unreliable (see Section 3.3).
	Expansion of village incentive grants (104 extra grants USD 20,000 / village)	Incentive grants in 104 villages resulted in extension of existing water systems to 73,400 beneficiaries. In addition, 38,247 beneficiaries were reported for sanitation, however this figure may be unreliable.

Figure 3: AusAID contributions and their effect on PAMSIMAS outcomes

The above achievements made possible by AusAID’s contribution also need to be considered in the light of potential gaps in AusAID’s contribution or role. This review found that AusAID had potentially missed opportunities for more strategic engagement and to influence policy areas important to AusAID (eg sustainability, gender, disability, sanitation).

AusAID supported the design process for PAMSIMAS, however, current engagement with PAMSIMAS appeared to have dominantly taken place on an operational level (ensuring reporting for comprehensive aid policy framework indicators, use of branding etc.), but has included “*little influence on the program itself*” (AusAID staff member). Part of this has been about developing the relationship over time: “[n]ow we understand more about how they work”. The idea of being more proactive in how AusAID engages with co-financing partners is in line with an observation from a senior staff: “*we need to redesign and reconfigure our relationship with WB*” (AusAID senior staff member), however it should be recognised that most opportunity for influence lies within the design and approval stage.

One area of strategic engagement is alignment between PAMSIMAS and PNPM. Influencing better alignment between PAMSIMAS and PNPM was perceived as a missed opportunity since AusAID provides significant financial support to both. A senior AusAID staff member questioned: “*why haven’t we promoted interaction [between PNPM and PAMSIMAS]... there are lost opportunities!*” and suggested that “*AusAID should push for interaction and alignment between PNPM and PAMSIMAS*”. Indeed at national level and in the field stakeholders reported problems arising from the differing approaches and policies in the two programs: “*PNPM policies are conflicting [to PAMSIMAS] as PNPM doesn’t require community contribution*” (Kupang District Public Works). However “*interaction between*

program areas is ad hoc" (AusAID senior staff member) hence AusAID staff managing PAMSIMAS and those managing PNPM do not regularly interact. Engagement with both World Bank and with GoI are important towards developing a coherent sectoral approach.

Recommendation

1. AusAID should undertake an engagement process with World Bank and with GoI on PNPM and PAMSIMAS to address their overlapping mandates and different policies

AusAID policies concerning gender and people with a disability were only partially addressed. Women were present on community management committees (30%) however *"gender monitoring includes the percentage of women, we don't have information on quality of this- what about their role- leadership- women are never leaders in this group"* (PAMSIMAS staff member). PAMSIMAS facilitators in Kupang noted that *"if women are treasurers they are quite active, but if the treasurer is male then women are passive"*. It was also found that usually only one person was given technical training in each BP-SPAM for O&M, and among field sites visited, only men had been trained. In other countries, for example Timor-Leste, WASH programs have looked to ensure that women are trained in O&M since they are both aware of when systems break and motivated to repair systems.

Principles of providing universal access for people with a disability were not integrated into the program design or implementation: *"I think the project can do more on disability. We have protection but we can be more proactive. I think we need to do more"* (PAMSIMAS staff member). Ministry of Public Works at national level also clarified that: *"for now this is not included yet, it is not taken into account"*. Field visits confirmed that concerns for meeting the specific WASH needs of the elderly or people with a disability had not been addressed.

Finally, AusAID's investment was focused 11% on sanitation and hygiene and 89% on water.⁴ Whilst investment costs for water are inevitably higher since they include hardware (sanitation costs only cover behaviour change as community members pay for hardware), the challenges in achieving sanitation results in PAMSIMAS and the slow progress against the sanitation targets of the Millennium Development Goals (MDGs) raises a question as to whether greater investment and priority should have been placed on sanitation.

For the future phase of PAMSIMAS, it is important to consider what will provide the best 'value-add' for AusAID's contribution. Current plans are to focus this contribution dominantly on expanding geographical reach. Given the analysis provided by this report, other areas AusAID should consider supporting include strengthening capacity development around service delivery (local government and community levels)- particularly ensuring that PAMSIMAS operates as far as possible as a GoI initiative rather than parallel implementation structure⁵ including constructive links to the Pokja AMPL, sanitation (including supply-side), gender and disability. This might require reducing the current commitment of funds to expanding geographical reach. It may be that if recommendations of this report are mainstreamed into PAMSIMAS II's overall approach that an earmarked 'contribution' from

⁴ Information provided by PAMSIMAS

⁵ Currently PAMSIMAS operates with its own project management units at provincial and local level and employs its own cadre of consultants and facilitators. Thought should be given to how to transition from this to strengthening government systems and employees. For instance Ministry of Public Works noted the possibility of government supporting such roles in future: *"[n]ow PAMSIMAS pay [for the 3 sustainability facilitators in each district], hopefully central government may pay for this, supervised by local government"* (senior Public Works staff). Such a move ought to be encouraged within PAMSIMAS II.

AusAID in these areas is not necessary. Though, if it is true that “*we need differentiation of different types of money to drive policy issues*” (PAMSIMAS staff) then it may be more strategic to maintain the current approach of earmarking AusAID contribution for particular purposes.

Recommendation

2. AusAID should engage with WB based on the findings of this report, directing its influence towards improvements in sustainability (through local government and community engagement, sanitation, gender and disability) and strengthening the program’s contribution towards a sector-wide approach.

3.2 Cost-effectiveness of PAMSIMAS outcomes

This section addresses the hypothesis that: “*the cost-effectiveness of PAMSIMAS is on par with other similar interventions in rural WASH*”. Comparing costs between programs is highly challenging, and in some ways inappropriate due to differences in various parameters. The analysis should therefore be read carefully and comparative data not taken out of context. Overall, the key finding is that PAMSIMAS hardware costs are either on par or higher than other comparative programs, due to the smaller scale of PAMSIMAS water systems (compared with WSLIC-II) and a range of other factors that differentiate the programs.

Water

Key dimensions of difference across PAMSIMAS, WSLIC and PNPM as regards water supply are shown in Figure 4. These differences must be taken into account when considering comparative costs. More detailed information on these parameters and cost information is provided in Annex E.⁶

Program	PAMSIMAS	WSLICII	PNPM
Scale of program	Reached 4.2 million people to date in 15 provinces and 110 districts over 5 years	Reached 5 million people in 32 districts over 8 years	29701 water systems were built in 2008-2011. ⁷
Timing of the investments	2008-2011	2003-2009	2007-2011
Types of costs included	Hardware only (includes community contribution)	Hardware only (includes community contribution)	Hardware only (includes community in-kind)
Scale of water systems (larger systems likely more cost-efficient)	Average of 928 people per water system	Average of more than 2000 per water system	Average of 591 people per water system
Geographical spread of beneficiaries	43% of beneficiaries in Central Java, 8% in NTT and 8% in West Sumatra	47% of beneficiaries in East Java, 20% in NTB and 13% in West Java.	Beneficiaries were spread relatively evenly, with largest numbers in were Aceh (13%), Lampung (13%), NTT (12%) and Papua (11%).
Types of water systems⁸	Using beneficiary populations in each	Access to piped water systems (68% of	Data not available on proportion of household

⁶ Attempt was made to obtain cost information from NGOs also, however only costs including program costs were available and therefore not comparable.

⁷ Source: PNPM Mandiri: Core Programs; p20. The cost results are based on a sample of systems serving 80,000 beneficiaries.

	province, an estimated 17% beneficiaries gained access to a piped system with household connections and 83% to a public tap or well. Systems with household connections were mostly in Central Java, Maluku Utara, West Sumatra and South Sulawesi (10-31% of water systems in these provinces)	beneficiaries). Non-piped (32% of beneficiaries). Provinces with higher proportions of beneficiaries served by piped systems included South Sulawesi (96%), East Java (91%) and West Java (72%)	connections versus public tap stands. The main system types as reviewed across three provinces (Aceh, Lampung and Maluku) were gravity-fed systems from elevated local springs or small water courses (56% of systems) or drilled deep wells (40% of systems)
Exchange rates used and inflation considerations	Data provided by PAMSIMAS in USD	See Annex E for details	1USD = 9,418 IDR ⁹
Average unit cost per beneficiary	31USD/beneficiary	In the range of 12-22 USD/beneficiary when converted to 2008-2011	31 USD/beneficiary

Figure 4: Comparison of program parameters which influence unit costs

The average unit cost for PAMSIMAS water supply (hardware only) was 31USD/beneficiary. The most likely explanatory factor for the significantly lower WSLIC-II costs as compared with PAMSIMAS is the larger system size (mostly for populations of over 2000) which provides an economy of scale. WSLIC reported that “[t]here is a clear correlation between unit cost and village/system size” and that for systems “with around 1000 beneficiaries per village in WSLIC-2 the unit costs are more than twice the average” (Ponsonby, 2012 per comm).

Costs also vary extensively based on geography, and each program has different geographical targeting. Comparison of costs in different parts of Indonesia shows that PAMSIMAS costs in Papua and Maluku Utara are elevated in comparison with PNPM costs in these same provinces, however this may be due to the specific location and context or may be due to differences in system quality and materials.

Numerous stakeholders¹⁰ reported cost inefficiencies in PAMSIMAS due to the standardised grant size of 250,000,000 Rupiah per village,¹¹ since for some villages this was more than what was needed, and in other villages it was insufficient (resulting in compromises on system quality or coverage). This has already been addressed in the design for PAMSIMAS II. There may also be other reasons for the elevated costs of PAMSIMAS water system hardware in particular cases and these should be investigated.

Recommendation

3. PAMSIMAS II should examine reasons for any elevated hardware costs in PAMSIMAS I and ensure the new design addresses these areas. This should be done whilst ensuring that pursuit of reducing costs does not impact negatively on system quality.

⁸ It should be noted that household connections are not funded by the project itself but by household themselves

⁹ Average exchange rate for 2007-2011 <http://data.worldbank.org/indicator/PA.NUS.FCRF>

¹⁰ For instance this comment was made by senior National level Public Works staff, National level POKJA, BAPPENAS of Kupang Province, PAMSIMAS facilitators in Kupang, public works staff in Semarang District

¹¹ The standardised grant was originally adopted in PAMSIMAS “to reduce bureaucracy and improve speed” (PAMSIMAS staff)

Cost information was not available for on-going service delivery. Cost-effectiveness analysis needs to be extended in future to consider a broader set of dimensions related to the reliability, quantity and quality of on-going service delivery.

Firstly, costs need to be analysed concerning the soft-ware components (facilitators, consultants, project management units who provide design, training, facilitation and oversight), not just hardware components. This is important for understanding the nature and size of these costs (since in future GoI will need to plan for them on a sectoral basis) and for transparency reasons.

Secondly, cost analysis needs to take into account the sustainability of the outcomes achieved. For instance if one were to take into account that after one year only 76% of systems built are fully functional (see Section 3.3 below which examines sustainability), then it is obvious that 24% of the hardware investment has not resulted in an adequate level of service, considerably reducing the cost-effectiveness of the overall investment. Analysis of this type is important in generating the political imperative to invest more heavily in developing local government and community capacity to manage services.

Recommendation

4. PAMSIMAS II should analyse the unit cost per beneficiary for hardware and software costs, not just hardware only. This will raise awareness of such cost requirements for government budgeting and will increase transparency. PAMSIMAS II should also conduct and share analysis that demonstrates the negative impact of lack of sustainability on cost-effectiveness with GoI stakeholders, towards building greater commitment to sustainability.

Life-cycle cost information also needs to be collected to allow both communities and governments to undertake better informed planning for on-going service delivery including O&M activities (see Figure 5). It appeared from this review that responsibility for capital maintenance costs may not be well-accounted for, with neither communities nor government making adequate provisions for this. Consideration of all costs may mean that it is not realistic that users cover all costs. Even in the US, currently only 51% of capital maintenance costs are met from consumer tariffs (Person, 2007; as cited by Lockwood and Smits, 2011).

Cost type	Description
Capital costs	<i>Capital Expenditure – Hardware and Software (CapEx)</i> the capital invested in constructing fixed assets such as concrete structures, pumps and pipes, including (as ‘software’) one-off work with stakeholders prior to construction and technical supervision;
	<i>Operating /Minor Maintenance Expenditure (OpEx)</i> expenditure on labour, fuel, chemicals, materials, regular purchases of bulk water and minor maintenance to keep the service running;
	<i>Capital Maintenance Expenditure (CapManEx)</i> expenditure on asset renewal, replacement and rehabilitation, covering the work that goes beyond routine maintenance, to repair and replace equipment, in order to keep systems running;
	<i>Cost of capital (CoC)</i> the cost of financing a program or project, taking into account loan repayments and the cost of tying up capital;
Recurrent costs	<i>Expenditure on Direct Support (ExpDS)</i> the expenditure on post-construction support activities direct to local-level stakeholders, users or user groups (such as training or capacity building);
	<i>Expenditure on Indirect Support (ExpIDS)</i> the costs of macro-level support, planning and policy making (e.g. at department level).

Figure 5: Life cycle cost components (adapted from Fonseca et al., 2011)

Recommendation

5. AusAID and PAMSIMAS II should consider ways to support an improved evidence base of life cycle cost information to inform sector planning, investment needed by communities and government to ensure on-going service delivery, not just new infrastructure

Sanitation and hygiene

According to cost and beneficiary information provided by PAMSIMAS program, unit costs for achievement of sanitation outcomes using community-led total sanitation (CLTS) ranged from 7 USD/person to 13USD/person gaining access to sanitation. It is difficult to benchmark PAMSIMAS sanitation unit costs due to a lack of reliable beneficiary data.

Based on field visits, it is likely that beneficiary numbers are inflated as compared with actual figures and as such the unit cost is likely to be much higher than this. Significant challenges have been faced in monitoring both access and open defecation free (ODF) outcomes,¹² leading to a lack of trustworthy data on initial outcomes and their sustainability. Field visits confirmed the lack of reliability of available data (Box 1).

According to MoH at the national level: *“the verification process is detailed, and includes internal and external verification teams at local and district level and house-by-house checking”* and, in answer to whether there is slippage, responded that: *“to have declaration the community must be ODF for 6 months”*. However, during a meeting with provincial level stakeholders in Semarang, a provincial health agency staff reported that ODF certification was based on triggering rather than achievement. Hence there appears to be considerable confusion about terms and processes surrounding certification and verification.¹³ NGOs consulted also suggested that: *“[c]ommunities are declared ODF when they are not ODF. There is a lot of false information. There is lots of confusion about PAMSIMAS”*.

Box 1: Challenges in sanitation and monitoring outcomes

In Oenanu, PAMSIMAS records indicate that 2 of the 4 sub-villages were ODF. However women reported that these sub-villages were not ODF and that *“[s]ome people in those dusun still don’t have a toilet.”* In addition in the men’s focus group men indicated that only 4 of the 30 men present had attended any sanitation event or training. Men also said that not every house had a toilet but in many cases they used the toilet of a close family member as they lived in clusters.

In Oelpuah, all 5 subvillages are marked as ODF in PAMSIMAS records. However women reported that *“Most families in subvillage 1 almost all have toilets. In subvillages 2, 3 and 4 not so much”*. When asked about what monitoring had happened, women responded that *“the health facilitator came three times, but only for meetings in the village. They did not visit houses. The sanitarian visits the health post and schools but not houses”*. Given this, it is challenging to believe that Oelpuah had been declared ODF based on appropriate monitoring and verification processes.

It was not appropriate to compare PAMSIMAS sanitation outcomes with those of WSLICII or PNPM as these programs utilised different methods to address sanitation, including

¹² For example, difficulties in establishing common definitions (does use of a neighbour’s toilet count), toilets fall to disrepair and hence may be legitimately counted at one point in time but not at another point in time, and monitoring whether toilets are actually used raises methodological issues since self-reporting by communities and families may not be accurate

¹³ In addition, calculations undertaken by WSP in August 2012 using data from PAMSIMAS monitoring information system archive reported a 14% ODF-success rate rather than 46% reported by PAMSIMAS as its KPI at that time, which may have been based on villages being ‘certified’ (with intent to become ODF) rather than verified.

revolving funds and shared public facilities. As a point of reference however, a recent report¹⁴ identified a range of costs for providing sanitation for households through use of CLTS by a range of implementers between 13-32 USD (which equates to 3.3 - 8 USD per person using an average household size of 4 persons) which places PAMSIMAS as at (or likely above, given data integrity issues) the upper limit of other programs.

Recommendation

6. PAMSIMAS II should focus greater resources and attention (than was done in PAMSIMAS I) on the sanitation and hygiene component as this will ensure better effectiveness and, as a result, better cost-effectiveness.

3.3 Sustainability of PAMSIMAS outcomes

This section addresses the hypothesis that: *“The sustainability of PAMSIMAS WASH outcomes are stronger than those achieved by generalist community development programs”*. Significant analysis was undertaken on sustainability of water service outcomes, and although readily comparative data was lacking, it appears that PAMSIMAS sustainability outcomes are slightly stronger than PNPM, although potentially weaker than WSLIC-II. Sustainability of sanitation outcomes was unclear as available M&E information did not capture whether open defecation free (ODF) status is maintained after ODF verification.

Comparative analysis of water service delivery sustainability

Functionality and operation and maintenance (O&M) information for PAMSIMAS, WSLICII and PNPM are shown in Figure 6. Care should be taken in interpreting these figures since different measures and methods were used to examine various aspects of system sustainability that are not directly comparable.

Program	PAMSIMAS	WSLICII	PNPM
Dataset on which analysis is based	PAMSIMAS MIS- data on all PAMSIMAS systems built 2008-2011 at Sept 2012 (hence 1-4 years old)	sample of systems in 1680 villages examined 1-7 years after construction ¹⁵	A sample of 172 systems built between 2007 and 2011 were evaluated over a period of ten months during 2012 (hence were 1-5 years old)
Available information on post-construction functionality or O&M (Note: measures vary from program to program)	Overall, average of 69% well- functioning ¹⁶ 59% of systems built in 2008 well-functioning (4 years old) 65% of systems built in 2009 well-functioning (3 years old) 71% of systems built in	<u>Piped systems</u> : 90% of water sources remain fully functioning. Transmission, storage and distribution system 79% (gravity systems 82%, pumped systems 73%). Supply points 91% (Public taps 61%, public tanks 74% and for house connections 94%). ¹⁷	49% of systems 1-5 years old had ‘sufficient’ O&M ¹⁸ (the rest were below specification) ¹⁹ 73% of systems built in 2007 had ‘sufficient’ O&M (5 years old) 43% of systems built in 2008 had ‘sufficient’ O&M (4 years old) 56% of systems built in 2009 had ‘sufficient’ O&M (3 years old)

¹⁴ Giltner, S. and Arianto, I (2011) Rural Latrine Costs in Indonesia, draft report for UNICEF, Plan Indonesia, the Asian Development Bank and the Water and Sanitation Program East Asia and the Pacific (WSP-EAP).

¹⁵ Post-construction census (PCC) provides detailed information on outcomes from some 1683 villages based on a “census” undertaken in completed villages at least 12 months after Physical completion of the relevant village grant implementation. The PCC was undertaken in stages as follows: 8 districts in late 2008 (2 separate contracts for each of 4 districts); and 10 districts in early 2010 and 10 districts in mid 2010 (2 separate contracts in 2 stages for each of 10 districts).

¹⁶ ‘Well functioning’ as defined by World Bank in this case means >80% of facilities are operating well; partially functioning means >40%; non-functioning <40% facilities are operating.

¹⁷ Public taps and public tanks at times are replaced with household connections- this may represent one reason for low observed functionality

¹⁸ Sufficient—The sub---project aspect meets the design/operational/maintenance/or environmental criteria necessary for the longevity and usefulness of the infrastructure for the recipient community.

Program	PAMSIMAS	WSLICII	PNPM
program and are not directly comparable)	2010 well-functioning (2 years old) 76% of systems built in 2011 well-functioning (1 year old)	<u>Non-piped</u> : Overall 93% fully functional. Lower functionality for dug wells with handpumps (62%) and bores with handpumps (83%) and bores with electric pumps (84%).	48% of systems built in 2010 had 'sufficient' O&M (2 years old) 73% of systems built in 2011 had 'sufficient' O&M (1 year old) Also, 69% of systems examined 1-5 years after construction were rated 'high' in terms of 'functionality and utilisation'. Note: This was not based on a physical inspection of actual functionality. ²⁰
Available information on: Management arrangements Fee collection Construction quality	As of Sep 2012, 29% of BP-SPAM did not have a water tariff 26% had a tariff under O&M requirements. Field visits in 3 locations showed mixed quality, with cases of pipes laid above ground and in vulnerable positions, turbid water in one remote location (see Figure X below), and one system with inadequate capacity to meet needs in Semarang. These systems may not be representative of construction quality generally.	83.4% of systems had a village management organisation 45% of villages had implementation of a tariff and 55% did not. Of those that did, 8% had 'no specific costs', 10 % had enough for operational costs, 63% had sufficient for operation and repairs, 25% also had enough for expansion, and 11% also had enough for expansion and depreciation	No information on management arrangements and fee collection On construction quality, only 40% of systems were deemed of 'sufficient' quality in terms of their design and installation (rest were below specification)

Figure 6: Sustainability information for PAMSIMAS, WSLICII and PNPM.



¹⁹ Results are slightly higher if Papua systems removed from the sample.

²⁰ Under the PNPM review, combined indicator of 'functionality and utilisation' was used as follows: "Functionality" assesses whether the infrastructure is still operating as originally planned or intended; if so then a rating of 'Average' would be considered. A High rating for this aspect of the assessment might be represented by a sub-project where the recipient community or users have independently added to or improved a sub-project to increase its usefulness. Utilization was rated on two levels by our inspectors. The first is: is an appropriate portion of the recipient community's populace using the facility or infrastructure as intended? If so, then a rating of 'Average' would be considered. The second level of a sub-project's utilization requires more contextual and personal information to be gathered at the site and assessed. The technical evaluation team members were instructed to make observations and ask questions regarding the community's interest in the infrastructure and enthusiasm for its impact on their activities and daily lives.

Figure 7: Left to right- Vulnerable pipe location (Oenanu, Kupang), turbid water (Oenanu, Kupang), galvanised pipes laid above ground (Oelpuah, Kupang)

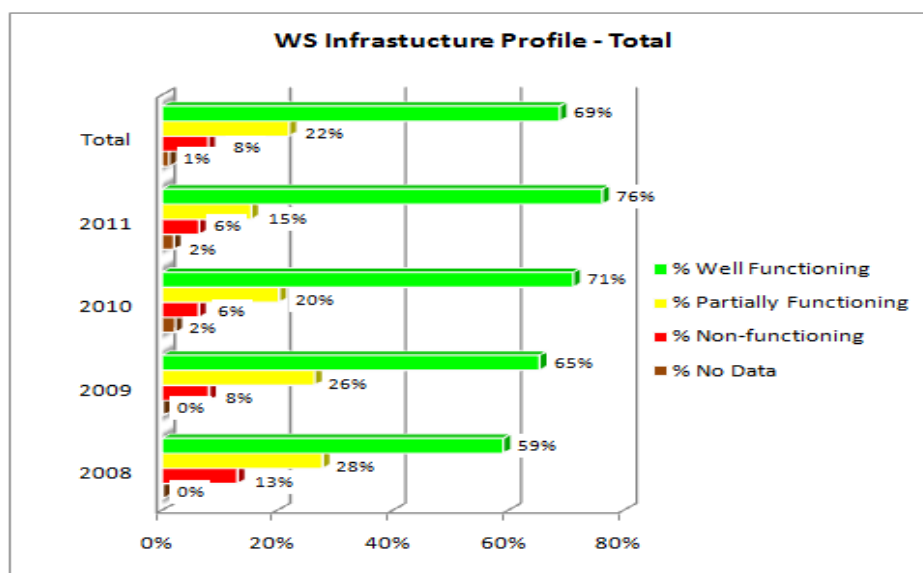


Figure 8: Functionality of PAMSIMAS water systems over time (Source: PAMSIMAS)

Observations during the review are shown in Figure 7 and the profile of current functionality of PAMSIMAS water systems built across different years is shown in Figure 8.

The low level of ‘sufficient’ operation and maintenance (O&M) and low level of construction quality (60% below ‘sufficient’ quality) for PNPM systems (see Figure 6) might mean PAMSIMAS outcomes are more sustainable, however it is difficult to ascertain. Anecdotal reports of lower quality construction of PNPM systems were also heard. For example NGO staff mentioned that “*the accountability, planning and results are worse [for PNPM] than for PAMSIMAS*” and PAMSIMAS staff noted that: “[i]n PNPM public works standards are not necessarily followed, the sectoral agenda is not being addressed”. Yet another NGO staff said that: “[q]uality of PNPM or PAMSIMAS depends on the quality of the field staff and quality of facilitation”.

Key influences on sustainability of water services

PAMSIMAS aims to provide a platform for a sectoral approach to rural water supply. To meet this aim, there are several areas which must be addressed. More sustainable rural water service delivery relies on a shift in sector orientation from the current ‘implementation’ focus on new or extended systems to improving water quality, quantity and reliability in the long-term. In particular the capacity of BP-SPAM and local government are critical and require increased attention within and beyond PAMSIMAS to face the typical challenges of the sector (Box 2). Each are discussed below, as is the critical role of sector monitoring.

Box 2: “Common reasons for why village systems are not functioning are ownership of water resources, water scarcity, pumps not working or lacking sufficient capacity, sometimes natural disaster and pipes disrupted due to road construction. For some water boards contribution fees are not collected, or tapping is not working” (Kupang Province Public Works)

BP-SPAM capacity and community engagement: As reported by a PAMSIMAS facilitator in Kupang: “BP-SPAM is very crucial and essential to have, but many are not running well”. BP-SPAM are faced with repair challenges that are difficult to meet in the absence of viable supply-chains for spare parts (see Box 3) and often repairs are done as ‘stop-gap’ measures:

“[c]ommon problems are cracked reservoir, broken pipes laid on the surface, sometimes only using rubber tyre to fix” (PAMSIMAS Facilitator).

In general, this review found that inadequate resources were invested in community processes and supporting BP-SPAM, and that the one-year implementation time-frame should be extended. A PAMSIMAS community empowerment facilitator in Kupang confirmed that their time in each village is short: *“I have 25 days across 3 villages. I have to disseminate the program, evaluate their needs, resolve conflicts, monitor implementation process”*. NGO’s also suggested that: *“PAMSIMAS can’t follow-up and this creates friction in the communities. It is so big- they come in and go out very quickly. The community is overwhelmed by this and the communication isn’t so good”*. In relation to the time-frame for implementation, PAMSIMAS staff also raised issues around challenges in continuous engagement of facilitators, late salary payments and delayed budgets, and the need for community members to accommodate project demands alongside livelihood demands. In the field it was suggested a need for: *“a 6 month period with a precondition to review the intervention. 6 months just to receive advice and counselling because of the low human development (HDR)- it needs more time for people to accept the intervention”* (Public Works Kupang District). Overall it appears that the 1 year time-frame for implementation and limits to community engagement has been problematic.

Box 3: Oenanu Village- 3 hours drive from Kupang: *“The water board collects 10 000 or 5000 Rupiahs per family. This is for fuel for the generator and not enough for maintenance costs. Nothing is broken so far [system is only few months old]. For taps we would have to go to the city, so would also need money 100000 Rupiah for transport”* (woman from Oenanu)

Recommendation

7. PAMSIMAS II should engage with GoI to expand the time-frame for implementation beyond one-year as the current short time-frame reduced quality and effectiveness, particularly of community processes

It was also found that BP-SPAM were not adequately trained or valued in the program. Semarang district public works staff reported that technical training for BP-SPAM was insufficient: *“[o]ne member receives technical training for one day”*. PAMSIMAS staff reported a different view, that the training is in fact initially 1-3 days followed by an additional 4 days. The BP-SPAM in Kesongo Village reported that *“[w]hen people visit they always ask about the pipes and pumps but hardly ever about how the BP-SPAM is working. But our management function is just as important as the infrastructure”*. In the field it was observed that communities relied strongly on PAMSIMAS facilitators *“If a repair is beyond community capacity then they rely on us to contact public works”* (PAMSIMAS facilitator)- reflecting the lack of a structured support mechanism for BP-SPAM. In Semarang an ‘association of water groups’ is proposed and is a useful model to explore for this purpose.

A strong reliance on voluntary arrangements was visible, and is typical of community management models, however sector literature points to the need to revise this model and consider mechanisms to formalise and professionalise this model. In the field it was confirmed the voluntary arrangements are



promoted as the norm: “[p]aid roles [in BP-SPAM] are not usual. In practice the money collected is only sufficient for maintenance. People do the work as a moral obligation” (PAMSIMAS Facilitator Kupang). Similarly in Semarang, “Paid roles in BP-SPAM are not routine. It is done as social work. Sometimes they are paid to read meters” (PAMSIMAS Facilitator Semarang). One potential method to formalise BP-SPAM is as a ‘village enterprise unit’. This option was put forward by district health staff in Semarang: “BP-SPAM should be under village enterprise, like a financial unit enterprise, cooperative, to coordinate fees from village”. PAMSIMAS staff indicated that this option is not always a positive solution since “we are afraid the village government will ask for revenue raising from BP-SPAM or access the funds for other purposes”.

Recommendation

8. PAMSIMAS II should increase capacity building support to BP-SPAM, including strengthened technical training (for male and female members) and strengthened financial management, and consider mechanisms to introduce greater formality and recompense for BP-SPAM members playing integral functional roles. PAMSIMAS II should also engage with GoI on the overall organisational model for district support to BP-SPAM.

Local government role and capacity: On a positive note, district government (particularly Public Works in both Kupang and Semarang reported some aspects of improved capacity as a result of PAMSIMAS, however overall, both the orientation given to local government about their role, and the development of mechanisms and structures for local government to play a role in supporting community management were absent.

Through PAMSIMAS, local government staff did gain significant skills. This was dominantly heard from Public Works staff, but also from health staff in Semarang District. Public Works in Kupang reported “[a]s head of the management unit, from the beginning we were involved in advocacy, counselling and advice to community.... we verify the [community] plans, the unit price, standards, construction process. We verify and evaluate construction” (Public Works Kupang District). In Semarang also a district public works staff member mentioned: “I can apply my skills to other villages that are not PAMSIMAS- going through the sequence and how to replicate to other villages. If I can use the local budget I can replicate”. However, it was also visible that local government were not allocating the necessary human resources to play their role in oversight and this was reflected in a comment made at national level: Ministry of Public Works senior staff reported that “[i]n local government we don’t have enough staff to supervise quality. Our responsibility is to issue the guidelines”.

Orientation for local government about their roles and responsibilities was undertaken at a minimal level, resulting in poor targeting of communities, and there was inadequate connection to the political economy and locally based mechanisms to prioritise WASH. WASPOLA staff provided insight on this matter:

“we discussed what was needed to provide orientation to the districts, to sit with local government and explain everyone’s role and responsibility. We had a plan, but the budget constraint from public works means they could only do a few provincial level events that became high-profile people, not technical. It lost quality and quantity. We suggested this needed to be done better, but the following year there was still no budget for this”.

BAPPENAS at national level presented their view that to improve targeting which they described as having been problematic: *“we need to strengthen the bottom-up planning and support local government to develop their proposals”*. WASPOLA staff also noted that:

“[i]n PAMSIMAS II [we] need to sit and update the guidelines. District governments need to have explained that PAMSIMAS is coming, only some villages, and it will need follow-up and sustainability, and to make links back to politics. To use WASH to be a platform to get re-elected on. PAMSIMAS hasn’t been so good at making these connections. Pokjas could help them” (WASPOLA staff).

This is reflected in PAMSIMAS KPI on increasing local government expenditure on WASH. The target was that expenditure on WASH would increase to 50% of that needed to achieve the MDG’s, however this indicator currently rests at 16.65%.

Support for PMD and the current relevant institutional arrangements were reported to be inadequate: *“Support for PMD is lacking, there is no proper work unit at provincial and district level. There is a missing link from the national level- we need a better arrangement for PMD like the public works structure which has a clear line of command”* (Kupang PAMSIMAS District management consultant for community development).

The role of local government in supporting BP-SPAM is currently unclear and there appeared to be inadequate budget and human resources to do so. Semarang district public works staff reported: *“If breakages are minor they can handle. If major they come to us. We used to have someone expert but they have retired. There is no operation and maintenance budget. If any repair is needed it is proposed for the next year and that’s also for approval”*

Equally, in Kupang it was reported that: *“we have a small O&M budget- allocated to 2 villages with problems depending on degree of damage. Usually it is water pumps. In principle community should be able to be responsible- we encourage to pay instalments- but because of social condition they cannot afford- then we make these villages a priority. But our budget is only a fraction of what is needed for rehabilitation”* (Kupang District Public Works). When asked who the community should ask if they have a repair they cannot fix the response was *“we don’t have a system for this case. If there is a problem, we direct them to go to PDAM”* (Kupang District Public Works). During the review trip an example of this case was met- see Box 4. In Semarang positive steps forward have occurred focused on development of associations of water management groups- this is an important element for PAMSIMAS II to explore and support. In doing so, it will be important to ensure that such water user associations support all water committees in a given district (not just those set up through PAMSIMAS).

Box 4; *“The pump is broken, who will fix it? The damage is very significant- we cannot afford to fix it”* (male community member, Oelpuah Village)

Recommendation

9. PAMSIMAS II should increase support to local government, including stronger orientation, bottom-up planning, links to political economy and prioritisation of WASH, skills development, and improved clarity and resources on the organisational model for sector management their role to support and monitor community management within this.

10. PAMSIMAS II should pilot and refine a range of workable arrangements for supporting associations of water management groups, followed by expansion of this approach more widely.

Sector monitoring: Sector monitoring focused on ‘services’ (and not just built infrastructure) is fundamental to enhancing accountability for sustainability outcomes. The effort invested in the PAMSIMAS MIS is significant and the availability of this kind of information publically is a major step forward. The challenge now is to focus on strengthening sector monitoring and fostering closer connection between efforts made to develop NAWASIS by WASPOLA and BAPPENAS and PAMSIMAS systems. According to WASPOLA/WSP, BAPPENAS would like this one system to service M&E purposes and support planning and act as a single database in Indonesia to track MDG’s, long-term planning. *“Current public works data doesn’t include information on maintenance and existing status of systems”* (WASPOLA staff). Indeed during a meeting at national level with Public works senior staff it was clear that they were not aware of existing PAMSIMAS data on functionality.

Recommendation

11. PAMSIMAS II should direct significant attention to supporting sector monitoring beyond ‘program’ monitoring including key areas critical for sustainability: system functionality and management arrangements. Such work should be undertaken in collaboration with other sector stakeholders, and particularly BAPPENAS, who, through the Pokja, should champion this initiative at national level.

Overall, despite major achievements working at scale, the review found that PAMSIMAS had not yet fully attained status as a platform for a sector-wide approach as envisaged in the design documentation. In particular, broad-brush analysis was also undertaken against the ‘building blocks’ needed to shift a sector towards a service delivery approach²¹ (see Annex F), there are also further areas that require consideration and support. These include methods to formalise and professionalise community management, strengthened life cycle costing, systems for asset management, and strengthened harmonisation and use of construction quality standards.

Recommendation

12. PAMSIMAS II should strengthen its efforts to move from a ‘program’ orientation to a sector-wide approach with a service delivery focus. This includes a focus on formalising and professionalising community management; greater accountability; strengthening systems for budgeting based on life cycle costs; systems for asset management; and wider adoption of shared standards of construction.

Sanitation and hygiene

The review found that both initial sanitation outcomes and their likely sustainability to be highly variable. PAMSIMAS staff themselves reported that this component has been difficult: *“we under-estimated the challenges”*. They also reported that it was *“really difficult to*

²¹ Based on recent sector literature (Lockwood and Smits, 2010). See <http://www.waterservicesthatlast.org/>

achieve ‘improved’ sanitation outcomes based on MDG definitions” and questioned the need to use smart subsidies and more efforts on supply-side. NGOs also mentioned that management by Public Works (in place of MoH who led WSLICII) had impacted on the sanitation component and reduced the much-needed focus on ‘soft-ware’.

The actual ‘sustainability’ of ODF outcomes could not be ascertained as PAMSIMAS MIS doesn’t track this parameter. NGOs consulted suggested that: *“there are major slippage issues [in PAMSIMAS ODF outcomes]”*. Field visits also confirmed that slippage is common, since self-built toilets are prone to breakage and collapse: *“Also the toilets smell and they break and need to be re-made. People don’t always re-make them. We weren’t given information on how to build. To buy a toilet the nearest place is Kupang”* (women in Oenanu).



Figure 10: Self-built toilet in Oenanu, Kupang

Given the absence of data from PAMSIMAS comparison with other programs (PNPM and WSLICII) is therefore not possible, however it is worth noting available information from these programs. PNPM involves construction of shared public facilities. Recent analysis reports that only 29% of these have high functionality and utilisation, 40% average, 20% low and 10% no functionality and utilisation (for a sample of facilities that are 1-5 years old). WSLIC-II post-construction census provides figures on toilets built through a revolving fund and through CLTS, however there is no direct comparison with changes since WSLICII program finished and the time of measurement hence no available information on sustainability of outcomes.

A strong positive development towards sustainability of sanitation outcomes is the move to work through MoH and support the wider STBM program through sub-district level sanitarians rather than PAMSIMAS health facilitators. In the past this posed challenges: *“in village we have a sanitarian and we have a facilitator and they have a competition- this is our job, no this is our job”* (National Pokja member). However already this issue appears to be being resolved. For instance government health staff in Semarang province reported: *“Actually in the field we work together. In triggering we have a joint collaboration meeting and effort. We support each other in preparation and implementation”*.

Implementation issues raised during the field visits likely to impede sustainability included:

- varied quality of facilitation for ‘triggering’: it was found that most beneficiaries were unable to re-call the CLTS process or describe how ‘disgust’ as the key motivator on which CLTS relies had been triggered.²²
- limited follow-up after facilitation: Oelpuah villagers reported that little follow-up had been undertaken following triggering, only visits to health centre and schools.
- monitoring challenges, including operationalisation of clear ODF verification practices (as discussed earlier in Section 3.2) and lack of follow-up after ODF
- inadequate focus on capacity building: *“The capacity building component just comes through Ministry of Home Affairs,²³ however only at central level, no provincial or*

²² For example In Oelpuah women were asked many questions to prompt them to re-tell the triggering as follows. “What method was used?” “They encouraged us to build a permanent toilet” “How did they give the introduction? Was there a meeting?” “They had a training, how to build” “How did they encourage you?”- no response- “Did they show you faeces?” “Yes”

²³ MoH were potentially referring to the design (rather than implementation) of PAMSIMAS here, since Ministry of Home Affairs was originally to provide capacity building however PAMSIMAS staff report that this did not eventuate.

district level funds were available- however this is where funds were needed” (MoH staff) who suggested that this should be revisited for PAMSIMAS II. MoH was concerned that sanitarians should receive adequate training to facilitate STBM in PAMSIMAS II.

- subsidy-based approaches alongside non-subsidy STBM approach: Health staff in Semarang mentioned they had budget for porcelain toilets and were intending to roll these out as part of their programming in 2013. There did not appear to be an understanding of how this may undermine progress in STBM. NGOs also reported that there is inconsistent implementation by GoI of its own STBM approach and that there is no guideline which inhibits subsidies and grants for private toilets.
- hygiene did not appear to have been given adequate attention: no handwashing stations were observed during field visits and not all participants for handwashing
- lack of sufficient engagement with men: In Oenanu men had had little involvement in sanitation or hygiene aspects of the program- only 4 of 30 men present had attended CLTS triggering and most did not know if there was a location in their home for washing hands
- minimal work on the ‘supply-side’ in terms of improving access to affordable latrine options or support on technical design: in Kupang it appeared that the only options for products were in Kupang itself, which could be 3 to 12h from village locations.



Figure 11: Toilet in Oenanu, Kupang

Further analysis of PAMSIMAS approach against factors described in the sector literature on sanitation is shown in Annex F. Drawing on this analysis, the following areas require attention in PAMSIMAS-II. Firstly, ensuring STBM is sufficiently supported as a sectoral approach to rural sanitation, including appropriate monitoring. PAMSIMAS II must consider the relative merits of supporting all five STBM pillars versus only focusing on sanitation and hygiene. Secondly, it will be important to consider how PAMSIMAS capacity building for MoH staff is configured to ensure maximum value within and beyond PAMSIMAS locations. Thirdly, as mentioned above, strengthened attention on the supply-side is needed in terms of availability of products and services, creation of enabling conditions for private sector market development (eg assistance to sanitation business development), development and enforcement of product standards, availability of trained masons. Fourthly, the community engagement process could be strengthened with respect to use of incentives, competition between communities, establishment of ‘natural leaders’ and sanitation committees locally responsible for progress. Finally, attention to broader aspects of hygiene including children’s faeces and menstrual hygiene as these do not yet appear to be addressed.

Recommendation

13. PAMSIMAS II should invest greater resources and the required strategies to ensure high facilitation quality in sanitation and hygiene promotion, which includes working with MoH and other sector stakeholders through the Pokja to develop an appropriate system to accredit facilitators.

14. PAMSIMAS II should complement 'demand-side' work with strengthened focus on 'supply-side' to ensure availability of affordable sanitation products through targeted support for market chain development.

3.4 WASPOLA main sector contributions

This section examines the hypothesis that: *“WASPOLA has been effective in making valuable contributions to rural and urban WASH policy development and technical capacity in Indonesia”*. Overall, it was found that WASPOLA had made a large number and variety of contributions to the sector across the three areas of focus: policy implementation; policy development; and sector management and coordination. However this review also found that stakeholder perspectives on WASPOLA varied and some felt it could potentially have been more 'strategic' in its direction and approach, with different stakeholder perspectives on the key limiting factors.

Policy implementation achievements

Under its policy implementation component, WASPOLA Facility conducts activities to disseminate and support adoption of national WASH policies and develops implementation manuals and guidelines. WASPOLA's main focus has been the translation of the National Policy on Development of Community-Based Water Supply and Environmental Sanitation, including both water supply elements and sanitation (in the form of STBM).

Box 5: Semarang Province views on WASPOLA
WASPOLA was reported by the Provincial Pokja to have provided essential support to the Province at both program and work levels. In particular, it was recognised that WASPOLA is the only mechanism that supports *across* government agencies, unlike other 'implementation' focused programs: *“WASPOLA is the only program that offers support to all agencies. Other projects limit their scope to single agencies.”* (MoH). Training provided by WASPOLA included institutional strengthening which was reported to have positive impact at a high level in the Province.

The review found that WASPOLA had offered significant support to assist the translation of national policy to lower levels of government, including support to District Governments to demonstrate good practice, preparation of strategic plans and investment plans by some district level Pokja-AMPLs, introduction of local by-laws, provincial level Pokja assessments and capacity strengthening, and training on STBM. Both Semarang and Kupang Provinces described the benefits of WASPOLA support to their Pokja (Boxes 5 and 6).

In both provinces visited and within WASPOLA there was recognition that the real area of need for support is at the district level in local government. WASPOLA has responded to many requests to undertake activities with local government. Examples include introducing by-laws, for instance, *“[w]e have introduced 2-3 by-laws. In Aceh there is a district government by-law to promote water and sanitation and how it should be”* (WASPOLA staff member). NGO's also noted how WASPOLA provided highly-skilled facilitators to come to local district level and facilitate multi-stakeholder meetings and the value of this contribution. Finally, WASPOLA had also assisted in development of investment plans: *“We help local government to know they are in charge. We created WASH strategy for the district, analysing the main issues, but this has no status, so we attach it to next 5 year development plan. We got that to happen and it was quite successful”* (WASPOLA staff member). NGO representatives commented on this work however as perhaps being overly theoretical: *“the strategic plan of all the district Pokja, not many of them are implementable. If you come to a [district] Pokja meeting, they will talk about random things, it is not based on their plan”*.

The main challenge faced by WASPOLA is the magnitude of the effort required to equip the large number of district level Pokja across the country. This challenge was noted by provincial authorities and also MoH: *“The most important role of WASPOLA is capacity building for local level Pokja. But there is no way WASPOLA can make the capacity of 500 Pokja”* (national level MoH). WASPOLA staff discussed this challenge and described their strategy to focus on the provincial level, which would then be responsible to support efforts in their districts: *“how to reach all districts... our strategy is to strengthen the provincial level”* (WASPOLA staff member). Already there is a good example of this arrangement in Kupang, where the provincial Pokja-AMPL has been actively supporting District Pokja (Box 6)

Box 6: Success of the Provincial Pokja-AMPL in Kupang:

The Provincial Pokja-AMPL was found to be very active and is recognised as providing strong sector leadership. The Pokja reported that 18 districts had formed Pokja working groups to coordinate and monitor WASH activities with benefits including better coordination between ministries and mapping the work of other donors, including UNICEF, PAMSIMAS and Plan.

WASPOLA assisted the Province to prepare a regulation on community water supply development and operation. It also facilitated capacity building activities including training in STBM, database management and supported preparation of district investment plans. A Health Ministry official stated that WASPOLA training on STBM had improved the overall approach to sanitation in the Province and had been effective in reducing use of subsidies.

Until 2010 WASPOLA provided strategic level support to the Province from Jakarta. Since then direct activity of WASPOLA has been based on identified gaps but mostly targeted to the Districts.

A Provincial level capacity assessment of Pokja-AMPL undertaken in 2012 provides WASPOLA with a clear view of strengths and weaknesses of Provincial Pokja, and it offers a sound basis to develop strategies to intervene from here: *“33 provinces- we need to give them different tools, we’ve made progress on this, looking at the best performers and why some are so good and others not”* (WASPOLA staff).

Policy development achievements

Policy development was another of the three areas WASPOLA was designed to support. Through this component, WASPOLA provided support to undertake review, analysis and policy and regulation formulation at national and regional levels. The main areas either reported in WASPOLA progress reports or discussed during the review were as follows.

WASPOLA has assisted GoI regarding a national Water Safety Plan and pilot trials. Water Safety Planning Indonesia, currently known as *Rencana Pengamanan Air Minum* (RPA), aims to ensure the provision of drinking water which meets the ‘4K’ (Quality, Quantity, Continuity and Affordability) to the entire Indonesian population. WASPOLA has assisted in conducting coordination meetings and workshops to develop the approach and pilot testing is underway in Java at Cikapundung river, in Banjarmasin and in Bangka.

Another area of contribution was WSS planning synergy in Parepare and Bangka, in which WASPOLA plays a role in facilitating water supply plans, comprising of the District/City Water Strategy (SAMIK) to complement the sanitation planning’s facilitated by various other programs/projects. WSP staff commented on working in this way with strong provinces as a sound strategy: *“WASPOLA should keep doing capacity building in provinces that will shine. So just in a few places. Like Bangka and Parepare. Do more intense work in these and can see the difference it makes to have better direction from government, better coordination. Pick a few winners”*.

Sector coordination and management achievements

Under the sector management component, WASPOLA looks to optimise coordination, human resources and institutional capacity building, lessons transformation and monitoring and evaluation.

Indonesia is recognised internationally as having strong sector coordination in the form of the Pokja-AMPL, with other countries seeking to replicate its nature and function. WASPOLA has played a key role in supporting the national Pokja-AMPL to continue playing a leadership role in the sector, offering flexible support to the initiatives of the Pokja, government and donor programs. Echelon-3 Pokja meetings were reported by WASPOLA staff to be highly effective: *“This forum is very lively, no protocol, heated discussion, and problem solving, to be taken back to departments for endorsement later”* and whilst they had not been active since 2010, over recent months had once again become active.

One of the important roles that the national Pokja have been able to play in the past, and should continue to play, is ensuring ownership of nationally-initiated programs (eg PAMSIMAS etc.) by local government. This step requires multiple agencies from national level (MoH, PU, PMD, Ministry of Home Affairs, Bangda, Bappenas) to advocate and ‘sell’ such programs to local government and gain their support and avoid them being seen as being imposed from the centre: *“If this step is missed then local government do not actively support activity implementation... [...]... or play their roles to assist in location selection, discussion with community and sustainability issues”* (WASPOLA staff).

Pokja members reported that WASPOLA had been of strong value to the Pokja: *“If there is no WASPOLA there is no Pokja. Well, we would still exist, but less intensive. Without the same resources and technical resources. It [WASPOLA] is hard to replace”* (National Pokja-AMPL). The Pokja valued the flexibility of the support WASPOLA offered: *“[t]he benefit is the flexibility, for something we didn’t have in our budget. It helps us a lot when there is something urgent and needs to be done”* (National Pokja-AMPL).

Besides sector coordination through the Pokja, WASPOLA’s strongest contribution to this area is potentially the development of national sector monitoring (PIN and now NAWASIS). Sector monitoring is recognised internationally as being critical to support improved planning and accountability. WASPOLA has supported development of this information system, its user interface (www.nawasis.info), socialisation of the system with regional authorities and inclusion of data and information on advocacy and capacity building activities.

WASPOLA has also undertaken a detailed analysis of sanitation capacity needs. This study and its recommendations are important for addressing the shortage in human resources in the sanitation sector.

Challenges and criticisms

Several sector stakeholders felt that WASPOLA could be addressing sector challenges in a more strategic way. For example Ministry of Public Works commented that: *“WASPOLA as a facility, it is difficult to say it is going well. The first one is how to make it more systematic. The activities proposed are ad hoc. Suggestions have been made but this has not changed. Maybe WASPOLA needed more budget to be effective”* (Senior staff of Ministry and Public Works). NGOs working in the sector also commented: *“there are good people, but [they] could be better utilised”* and that: *“[t]hey are reactive, that is good, but it is also good to stand still”*. Bappenas noted that: *“WASPOLA has rarely been a topic of discussion in the echelon 2 meetings. We realise this might have been a result of lack of focus in the activities of the WASPOLA facility”*.

There appeared to be many views as to why WASPOLA was perhaps less effective than it might have been. One view was that the facility modality had prevented strategic leadership and caused WASPOLA to be overly focused on responding to numerous ad hoc proposals. And also that proposals were not forthcoming from central government (discussed later in Section 3.5).

Another view presented by WASPOLA staff was that one of the challenges faced was that lack of sufficient support within Bappenas for the national Pokja-AMPL had limited WASPOLA's impact: *"Bappenas prefers to lead PU, Depkes, and Bangda, PMD from Bappenas, not using the Pokja mechanism"* (WASPOLA staff). NGOs confirmed that the Pokja had been less active than previously: *"over the last two years Pokja-AMPL has not really presided over nation-wide discussions with all its stakeholders"*. Previous leadership in BAPPENAS was reported to be more strongly supportive of the Pokja-AMPL. WASPOLA staff indicated that the current approach of by-passing the Pokja was resulting in reduced coordination between ministries (aside from in the context of national programs such as PAMSIMAS):

"... on the routine, and non-national programs, there is little communication, coordination. Depkes does its STBM program, nobody else knows what going on. PU is doing Sanimas, IPAL, sewerage, etc. Nobody else knows about progress. Ironically, all departments individually complain to WASPOLA about lack of interest and support by kabupaten, kota to prepare and sustain these programs, but nobody goes to the local Pokja to explain the program, the roles of local government, what is needed by local government...[...]. So, local government thinks it's just another "proyek pusat" and Pusat's business" (WASPOLA staff member)

WASPOLA staff also reported that donor actors were also at times bypassing the Pokja coordination mechanism:

"BAPPENAS is giving the message that there is no need to go the Pokja, [hence] donors more often than not, represent themselves in proposals and plans for activities directly with particular ministries, with Bappenas knowledge, but without Pokja AMPL, and (sometimes) even our WASPOLA knowledge...[...]. [a]nd while it is very often easier than going through the longer approach of discussing and clearing with a body like the Pokja, it does lead to problems, which we have already started to experience." (WASPOLA staff member)

Bappenas reported an alternative view that Pokja-AMPL had succeeded in strengthening coordination between Echelon 2's but that more efforts are needed on implementation works which are normally under coordination of Echelon 3 personnel. The diversity in perspectives on these issues around role and effectiveness of the Pokja are of concern given that international literature emphasises the critical important of WASH sector coordination.

Finally, another contributing factor to critique of WASPOLA is that WASPOLA's Facility Steering Committee was reported to have only met twice in 3 years since its membership is busy, which is likely to have impacted on strategic direction.

Recommendation

15. AusAID should take a more active role in providing leadership support to WASPOLA over the coming period, including initiating Steering Committee meetings or other approach to setting shared strategic direction, and engaging with BAPPENAS on ways to improve Pokja-AMPL role and functioning

Potential areas of focus for upcoming extension phase

The review team was informed of various areas that would be part of WASPOLA's role over the coming months. These included NAWASIS, water safety planning, support to provincial Pokja as well as potentially capacity building for STBM and a study on disability. Based on the above analysis of WASPOLA's strengths and contributions to date, it is important that the existing momentum focused on provincial level Pokja is maintained. In particular this will require reinforcing Provincial Pokja role to support coordination, budgeting and planning at provincial and district levels as well as proactive support for district-level Pokja. This might comprise focusing on positive examples that can be documented and shared through horizontal learning. It is important that any focus on capacity building (for instance for STBM) is focused in a highly strategic manner. Finally, NGO staff proposed that: *"WASPOLA could be doing more on budgeting as district level- public expenditure analysis. The sector is looking at this. Is the sector planning it well? Spending it well?"* (NGO staff).

Recommendation

16. GoI, WASPOLA, WSP and AusAID should carefully consider the most strategic areas for WASPOLA to focus on over the coming period, including emphasis on supporting national Pokja, Provincial Pokja (particularly successful examples) and sectoral efforts such as NAWASIS and water safety planning.

3.5 Appropriateness of Facility design for WASPOLA

This section addresses the hypothesis that: *"A facility was the appropriate aid approach to achieve the intended aims of WASPOLA"*. This review found that a facility arrangement had not necessarily supported WASPOLA to maximise effectiveness, however there were differing perspectives as to whether it was the 'facility' approach that was at the heart of critique of WASPOLA or other wider contextual factors discussed earlier in Section 3.4. The discussion below is divided into two sections, one covering the original design intent in choosing a Facility approach, and the second focused on implementation of the Facility approach.

Design intent for WASPOLA as a Facility

A 'facility' can be defined in operational terms in the following way: *"an initiative is considered a facility when there is a small number of high-level objectives that have been defined (usually on a sub-sectoral basis and relating to some sort of institutional performance outcome), and a large pool of unallocated funds that is expected to support a range of smaller Activities that contribute to these objectives."*²⁴

The basis for a Facility design for WASPOLA was to provide a flexible, responsive mechanism to support GoI to develop and implement water and sanitation policy and improve sector coordination and management. During the review it was commented that previous phases of WASPOLA (which were 'programs') had also *"basically acted like a facility without the name"* (WASPOLA staff). WASPOLA design document²⁵ notes that WASPOLA as a *"flexible Facility that can support emerging needs relating to policy development, policy implementation and sector management"* and also provides a number of 'focus areas' within each of these three objectives (see Annex G for details).

²⁴ Dawson, S (2009), Discussion Paper: Design, Monitoring and Evaluation of Facilities Monitoring and Evaluation Help Desk (Asia Regional, China and Indonesia), 20th November, 2009

²⁵ Water and Sanitation Policy Facility (The Waspola Facility) Program Design Document, 2008

Analysis of AusAID's use of the Facility approach suggests that:²⁶ *"[b]eing responsive to partner governments must be seen as more important than clearly articulating a substantive institutional development outcome with robust design logic - in which case the project or program approach would have been a more suitable choice."*

In the case of WASPOLA, by choosing a facility, a choice was made at design to prioritise being responsive to Gol over developing a 'program' which would have had a clearly articulated substantive institutional development outcome. Hence it is important to assess WASPOLA's implementation against this higher purpose of responsive engagement with Gol (including the extent to which the approach supported development of long term bilateral policy engagement) rather than only examining the 'sum' of the various activities that have been undertaken. The discussion below addresses both of these dimensions.

Implementation of the Facility approach

This section deals first with the quality of the partnership, and then discusses WASPOLA's proposal selection and implementation processes.

Quality of the partnership: The quality of the partnership between AusAID and Gol with respect to WASPOLA appeared variable. Firstly, AusAID reported that they have been little engaged with WASPOLA due to other pressures and hence have not been an active partner. In particular, AusAID did not facilitate discussions with Gol so that envisaged Steering Committee meetings or other alternative forum took place.

Equally, in terms of investment in the partnership by Gol, it does not appear that Gol have prioritised the partnership with AusAID with respect to WASPOLA. Whilst the WASPOLA design envisaged that: *"inter-agency Echelon 2 WSES Technical Team recently established within Bappenas will function as a high-level Facility Management Committee (FMC)"* (PDD, p8), this arrangement does not appear to have played out. As mentioned in Section 3.4, Bappenas does not appear to have prioritised the national Pokja-AMPL and this stance has affected WASPOLA's role in the sector. The partnership was also affected by operational challenges. For instance challenges were met regarding the Gol executed portion of the Facility: *"[i]n a national ministry you cannot do something that is not in the previous years' plans. Stated in the list of activities as part of the national budget"* (Bappenas).

An additional dimension of complexity to the partnership arrangement is WASPOLA's relationship to WSP. Whilst WASPOLA is a 'project' undertaken by WSP, it was reported to have clearly defined reporting and communication lines, there appeared to be on-going 'identity' questions for WASPOLA staff. For instance WASPOLA staff noted their perception that: *"[w]e're a branch of WSP, plopped in BAPPENAS- a fatal combination"*. Hence whilst WASPOLA noted advantages of being closely engaged with Gol: *"it is useful being embedded in Bappenas, we're flexible and Gol can draw on us"*²⁷, staff also recognised challenges this presented: *"[i]t is difficult to stick with WSP business areas- we recognise WSP needs these"*. It appears WASPOLA has potentially felt challenged by competing agendas: *"[s]o the question for us is how to serve Gol and Pokja and WSP"*. A senior WSP staff member is also on the Steering Committee for WASPOLA, but, like AusAID, does not appear to have ensured meetings of this group (or an alternative arrangement) occurred to guide the Facility's strategic direction.

²⁶ Dawson, S (2009), Discussion Paper: Design, Monitoring and Evaluation of Facilities Monitoring and Evaluation Help Desk (Asia Regional, China and Indonesia), 20th November, 2009

²⁷ NGOs also reported on the value of WASPOLA acting 'independently' of WSP to support the Pokja-AMPL so that ideas and initiatives by partners are given appropriate recognition and respect and are seen as separate to WSP and its own initiatives

Overall, and in line with the statement about Facilities that: “[p]artnerships do not often spontaneously result from shared Activities if the partnership itself is not recognised as a primary objective by both parties”,²⁸ it appears that perhaps neither GoA nor GoI took the objective of partnership to be primary for the WASPOLA Facility. A strong partnership might have been equipped to address issues faced in government arrangements or how to maintain relevance and strategic direction of the Facility. This raises questions about the efficacy of the chosen Facility approach to support AusAID’s long term role in bilateral policy engagement through WASPOLA, unless greater resources were to be allocated to ensure the required engagement.

Proposal selection and implementation processes: Within Facilities, “[c]learly articulated, tight boundaries can be placed on work streams to ensure there is sufficient balance between responsiveness to partners’ emerging needs, and adequate strategic focus to achieve maximum development gains under each of the work streams”.²⁹ Whilst WASPOLA was able to make the many contributions outlined in Section 3.4 above, the evidence presented below questions whether sufficiently tight boundaries were placed on WASPOLA’s work.

The selection criteria for proposals as described in the Project Operational Manual for the three main areas of work of the Facility are broad (see Annex G). Hence whilst the design document provided significant detail on proposed areas of work for WASPOLA, it is not clear how these were carried over into the process of requesting and selecting proposals.

Stakeholder views of WASPOLA were varied and raised the challenge of maintaining focus. For instance NGO staff noted that “it seems to me in the last years that WASPOLA got more loose. If you talk to staff they feel loose. Before they were looking at some program areas” (NGO staff). The National Pokja also questioned: “how to make it still flexible but more focused. This is what we need for the next phase. Local governments are all at different stages. Some in policy development, some in policy implementation. But since it is not clear [what WASPOLA offer] the expectation from local government is really huge. They propose something anywhere from A to Z and hope WASPOLA can support in many ways” (National Pokja-AMPL).

The formality of the proposal process appeared to have been challenging. For instance WASPOLA staff indicated that: “we did ‘demand-based’ work in WASPOLA 1 and 2, operating as an informal facility, the new facility is more formalised, which presented some challenges”. Staff reported that they had to provide significant assistance to government counterparts to prepare proposals since there is not an existing culture or capacity to prepare such proposals. It also appears that the initial arrangements for formal proposal review were not continued: “How are we coping? With the facility process? We go through the motions. For big proposals like NAWASIS and Water Safety Plans, these are cleared as proposals. Otherwise, lots of proposals do not. The working group doesn’t meet much- the result is we don’t use formalised processes...[..]. we don’t have much money, so we’re talking mostly about little things, our proposals are small” (WASPOLA staff).

WASPOLA staff reflected on the tension between being responsive and being strategic: “being a facility is unique and challenging. We could do so many things. We have to match with government agenda, their priority. We have to match. How to persuade them to take the idea, to change the approach”. They pointed to the advantages of needing to listen to

²⁸ Dawson, S (2009), Discussion Paper: Design, Monitoring and Evaluation of Facilities Monitoring and Evaluation Help Desk (Asia Regional, China and Indonesia), 20th November, 2009

²⁹ Ibid

needs: *“we have to listen, we try to give advice too. During a facility we do more ‘listening’ and during this process we also learned what do they really need and what is their perception”*. However they also commented on their inability to lead in directions they believed to be important: *“sometimes things don’t come up that are needed, for example alternative finance plans, we want to do a study but there is no demand for this”*.

Finally, WASPOLA does not appear to have developed a monitoring and evaluation framework that would help articulate and capture higher level outcomes to which activities supported contribute. On the one hand this is appropriate, since the Facility was designed to be flexible and responsive. On the other hand, lack of delineation of agreed higher-order outcomes by the partners involved has likely contributed to perceptions of loss of strategic direction of the Facility. It also means WASPOLA’s current reporting is strongly input and output focused rather than outcome focused.

Recommendation

17. AusAID should re-examine its intent in designing WASPOLA as a Facility, and ensure that subsequent planning for policy engagement in WASH is well-informed and based on a sound strategy

APPENDIX A: TERMS OF REFERENCE

BACKGROUND:

AusAID's Water, Sanitation and Hygiene (WASH) program in Indonesia

WASH initiatives form a central part of AusAID's bilateral infrastructure program in Indonesia. With a total spend of approximately \$A40 million for 2012-13, AusAID's WASH program is delivered through government-to-government grants, cooperative agreements with the World and Asian Development Banks, and through its technical assistance facility, the Indonesia Infrastructure Initiative (IndII). Over the next four years, WASH initiatives are expected to account for the majority of AusAID's scale up in the infrastructure sector, with approximately \$A190 million allocated to government-to-government grants and \$A50 million proposed for the second phase of PAMSIMAS, a World Bank – Government of Indonesia rural WASH program.

Australia's WASH program has a clear urban-rural split³⁰ with urban WASH programs managed by IndII and rural WASH programs mostly managed by the World Bank. The focus of this review is on Australia's two main investments in the rural WASH sector: the World Bank-managed Third Water and Sanitation for Low Income Communities Project (PAMSIMAS) and the Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility. More information about each individual program is outlined below.

PAMSIMAS:

PAMSIMAS is a national Government of Indonesia Program partially funded by a World Bank loan and AusAID co-financing. PAMSIMAS aims to increase access to low-income rural and peri-urban populations to improved water and sanitation facilities and improved hygiene behaviour. As of July 2012, the program has benefited 6,897 villages, resulting in approximately 3.8 million beneficiaries of improved access to water supply and 2.65 million beneficiaries of improved access to sanitation. These results have exceeded expectations outlined in the 2006 Project Appraisal Document.

The original project cost of PAMSIMAS was \$US275 million of which \$US137.5 was from a World Bank loan and the remainder from Government of Indonesia (GoI). Through a co-financing agreement with the World Bank (2008-12), Australia provided \$A54.5 million to PAMSIMAS for technical assistance, incentive grants and consultant services.³¹ Australia's assistance enabled PAMSIMAS to extend to 1,180 more villages as well as allow implementation to continue (2011 to 2013) while the World Bank and Government of Indonesia (GoI) negotiated a new loan and designed the next phase, which is expected to commence in 2013.

AusAID has notified the World Bank and GoI of its intentions to provide an additional \$A50 million to the next phase of PAMSIMAS dependent on the results and recommendations of this independent review.

WASPOLA Facility:

The WASPOLA (Water and Sanitation Policy and Action Planning) Facility is a program designed to strengthen GoI capacity to guide the development of the WASH sector. WASPOLA's primary roles include coordinating new policies between the central and local governments; helping district

³⁰ AusAID's support to the WASH sector has a clear urban-rural split. This 'split' reflects how WASH services are managed in these areas: district-government owned water and sanitation utilities service urban communities, and community-based water organisations manage local WASH services in rural communities.

³¹ AusAID made this contribution over 4 separate payments: two payments in 2009 of \$A10 million and \$A22.5 million, and two payments in 2012 of \$A7 million and \$A15 million.

governments consolidate their various sector strategies and plans; information dissemination through its journal *Percik* and training of project facilitators for various donor programs. For its third phase, WASPOLA has been delivered as a facility so it can support emerging needs relating to policy development, policy implementation and sector management. The WASPOLA Facility commenced on 1 July 2009 and is in the process of being extended (no cost) until 31 December 2014. Australia is the only funder of the WASPOLA Facility, contributing \$A10 million, of which approximately \$A8 million is managed by the World Bank's Water and Sanitation Program (WSP) and \$A2 million managed by GoI. WASPOLA is managed by the WSP's WASPOLA Facility Trust Fund and is executed by GoI through an inter-agency National Working Group for Water Supply and Environmental Sanitation (National WSES) chaired by Bappenas.

AusAID expects the World Bank to request support for a new phase of WASPOLA soon.

CONTEXT & KEY ISSUES:

Context:

PAMSIMAS's predecessor, WSLIC-2, and WASPOLA-2 were evaluated in 2009 by AusAID's Office for Development Effectiveness (ODE). The evaluation was mostly positive, citing that WSLIC results were enhanced by WASPOLA working groups established at the district level and the training of community development facilitators. Since that evaluation, both WSLIC-2 and WASPOLA have entered into new phases (and in the case of WASPOLA, changed modality from project-based to facility).

AusAID regularly meets with the World Bank on both programs, and has participated in PAMSIMAS field reviews and assessments, which we believe have been rigorous and objective. These field assessments confirm that PAMSIMAS is performing well on most key performance indicators with some lingering issues on the accuracy and completeness of their Management Information System (MIS) data and factors influencing sustainability.³² Preparation for an impact evaluation of PAMSIMAS began in August 2012 (this will be managed by the World Bank).

Periodic progress reports and discussions with the WASPOLA team leader indicate that WASPOLA, in line with its mandate, is implementing or facilitating many coordination meetings at the district and national level relevant to policy development, implementation and sector management activities. While useful, a lot of this reporting tends to focus on outputs/activities and as a result, it is difficult for AusAID to gauge WASPOLA's collective contribution (or outcome) to the WASH sector. Given AusAID's own experiences with facilities, we suspect that some of this situation (lots of activities with an unclear outcome) can be partly attributed to WASPOLA's new facility modality, however we have never investigated or reviewed this.

WASPOLA is still involved in supporting other donor-funded WASH programs including PAMSIMAS activities (by assisting local governments prepare sustainability strategies, training facilitators and facilitating the dissemination of information about the program to local governments) however WASPOLA's resources are limited and therefore cannot accommodate all requests. It is AusAID's assessment that collaboration between PAMSIMAS and WASPOLA is done on an ad-hoc basis rather than through a defined mechanism.

Other issues:

The Mid-Term Review of IndII in 2010 highlighted that there are overlapping mandates between WASPOLA and IndII's water and sanitation program, indicating the potential for duplication (which

³² The sustainability rates for a sample of PAMSIMAS villages are 78% fully functioning, 17% partially functioning and 5% non-functioning. A major factor influencing sustainability is water tariff setting with 44% of villages having tariffs set less than operation and maintenance costs

we believe has not happened) and that IndII could potentially fulfil WASPOLA's role in the sector. This observation has become more relevant with IndII's growing role in the rural WASH sector.³³

In recent years, AusAID has become a significant contributor to the National Community Empowerment Program (PNPM), providing \$A215 million to its current phase. PNPM provides a combination of block grants, technical assistance and trainings so communities are able to determine their needs, plan, design infrastructure and implement projects of their choice from an open menu. PNPM is significant for AusAID's WASH program because water and sanitation infrastructure rank as the second and fourth most popular infrastructure items built under PNPM-Rural between 2008 and 2011. This indicates that in addition to PAMSIMAS, PNPM is also playing a major role in improving water and sanitation access in rural areas. AusAID has heard of both programs building/improving WASH infrastructure in the same villages, however the extent of this overlap/duplication is not known by AusAID.

The current phases of PAMSIMAS and WASPOLA are yet to be reviewed by AusAID. It is AusAID's intentions to use this review as an opportunity to:

1. assess the performance of both programs (in terms of their effectiveness and efficiency);
2. identify the scope and nature of AusAID's support to new phases of these programs; and
3. identify key issues for AusAID to consider regarding its future support to the rural WASH sector.

Regarding point 3 above, following this review, AusAID intends to commission a team to research the WASH sector and to provide an options paper for AusAID's future support to the WASH sector (beyond the next phases of PAMSIMAS, WASPOLA and the current phase of IndII and the grants programs). It is anticipated that during the review of PAMSIMAS and WASPOLA, the review team will encounter strategic issues that warrant AusAID's consideration. We request that the review team outlines these issues as an attachment to the report.

The primary audience of this review will be AusAID Jakarta's WASH team, however in line with AusAID's commitment to transparency, we expect this review to be shared with other donors (in particular, the World Bank), GoI, IndII and made available on the AusAID internet for public access.

REVIEW SCOPE:

In this mission, we expect the review team to answer key questions relating to the performance and effectiveness of both PAMSIMAS and WASPOLA. Key performance and effectiveness questions include:

1. How has AusAID's assistance to PAMSIMAS contributed to the achievement of program goals/outcomes?
2. Is the PAMSIMAS approach cost-effective and are results likely to be sustainable? (The review team may wish to consider how these results compare and relate to WASH infrastructure built under PNPM).
3. What are WASPOLA's main achievements and contributions to the sector?
4. Has the facility-modality for WASPOLA been appropriate for the type of support it is intended for?

³³ In 2010-11, IndII implemented a small rural-based WASH activity in Java that assisted Community Based Water Organisations (CBOs) utilise market financing to expand and improve their water services. Based on the lessons learned from this activity and AusAID's significant allocation of government-to-government grants to the WASH sector, IndII is currently drafting a concept note for a follow-on program that focuses on assisting CBOs through the on-granting mechanism used in the Water Hibah program. It is likely that many of the CBOs that participate in this new program will have participated in previous phases of WSLIC/PAMSIMAS and WASPOLA.

REVIEW PROCESS:

The review process will be comprised of the following components:

- a. Three days (up to four for the team leader) **preparation/familiarisation with the program** and other review team members: this will include reading relevant documentation provided by AusAID (including advise AusAID of any additional documents or information required prior to the in-country visit). Telephone conferences between team members to discuss roles within the review may also take place during this timeframe (it is expected that the Canberra infrastructure analyst will participate in these discussions).
- b. The M&E specialist/team leader will have two days to develop an **evaluation plan** including the methodology, key review questions and identification of key respondents. The plan will outline the specific roles, responsibilities and expectations of review team members. The AusAID review manager will discuss the evaluation plan with the team leader before the plan is developed. Standards for this evaluation plan can be found at [Attachment A](#).
- c. Participate in an **AusAID briefing session** in Jakarta at the start of the in-country field visit (approximately half a day on Monday 22 October, 2012).
- d. **Conduct meetings in Jakarta** (from Monday 22 October 2012 until Friday 2 November 2012 – 12 days) and possibly travel to districts/communities where PAMSIMAS and WASPOLA have been implemented.
- e. **Prepare an aide memoire** (of two pages) for submission on the final day of the field review which outlines the major findings of the review to AusAID Jakarta and counterparts (half a day).
- f. **Submit a draft report** (3 days data analysis and 5 days of writing for the team leader). The team leader will discuss the contributions of other team members prior and/or during the mission in Jakarta. AusAID will take approximately two to four weeks to compile comments on the draft for the team leader to consider. The draft report should follow the standards listed at [Attachment B](#).
- g. **Submit the final report** (2 days of writing for the team leader). Other review members will be expected to support the team leader as appropriate (e.g. fact checking). The final report will be published on the AusAID website.

REVIEW TEAM:

The review team will be primarily composed of an M&E specialist and water and sanitation specialist. Additional team members will be included as appropriate. Further details are below:

- a. An independent monitoring and evaluation (M&E) specialist (team leader)
The M&E specialist will be experienced in M&E as well as reviewing development projects (especially water and sanitation programs) and be an experienced team leader.
- b. A water and sanitation specialist
The water and sanitation specialist will have experience in the design and delivery of water and sanitation projects as development programs. The specialist will also be experienced in the implementation of partner-led designs.
- c. GoI officials as appropriate

During certain parts of the in-country mission (most likely for field visits), GoI officials will be invited/encouraged to participate. AusAID Jakarta will identify appropriate GoI officials for this.

d. Translator/s

AusAID will hire a translator to attend review meetings and field trips. The translator will be expected to read some of the background documentation to gain context/background of the program and associated key terms/language.

REPORTING REQUIREMENTS:

The review team (led by the M&E specialist) will provide AusAID with the following reports:

- a. **Evaluation plan** – to meet AusAID standards (see Attachment A) and be submitted at least one week prior to the in-country visit for stakeholder consideration
- b. **Presentation of an Aide Memoire** and discussion – on the initial findings of the review to be presented to AusAID and to key GoI stakeholders at the completion of the in-country mission
- c. **Draft review report** – to be submitted to AusAID within two weeks of completing the field visit. AusAID may share the report and seek feedback from relevant GoI agencies/ministries and other key stakeholders (such as the World Bank) as appropriate
- d. **Final review report** – to be submitted within two weeks of receipt of AusAID's comments on the draft report. The review team shall determine whether any amendment to the draft is warranted. The report shall be a brief and clear summary of the review outcomes and be based on a balanced analysis of the program.

Both the draft and final report should be no more than 20 pages of text. The executive summary should be no more than 2-3 pages.

The draft report may be subject to an independent technical quality review. Revisions to the report may be required following these reviews, and will be negotiated as appropriate.

LIST OF KEY STAKEHOLDERS:

The review team may wish to interview the following stakeholders during the in-country visit:

- a. The World Bank teams responsible for the design and implementation of PAMSIMAS and WASPOLA
- b. Ministry of Public Works, specifically key personnel from the Directorate General of Human Settlements
- c. National Development and Planning Agency (Bappenas), specifically key personnel from the Directorate of Housing Settlement
- d. SMEC / IndII Facility – including the water and sanitation technical director and his team as well as the facility director
- e. Relevant Local Government officials and utility personnel from field visit sites
- f. Other donors and Non-Government Organisations.

LIST OF KEY DOCUMENTS:

The review team will be provided with the following documents prior to their visit in-country:

1. PAMSIMAS Project Appraisal Document (PAD)
2. WASPOLA Facility Design Document
3. ODE Water and Sanitation Evaluation
4. PAMSIMAS-2 Concept/Design Notes
5. PAMSIMAS Review Mission Reports
6. PAMSIMAS and WASPOLA QAIs
7. PAMSIMAS Trust Fund Progress Report to AusAID
8. WASPOLA Management Reports.

Other relevant documents will be made available upon request or during the in-country mission.

APPENDIX B: STAKEHOLDERS CONSULTED

AusAID staff and programs	AusAID – Water and Sanitation Unit PNPM staff Other senior staff: Ben Power, David Hawes, Scott Guggenheim
WASPOLA program staff	Gary Swisher and 14 WASPOLA staff
World Bank PAMSIMAS staff and consultants	George Soraya, Lina Damayanti, Jana Uno and 8 other program staff Kupang Provincial Project Management Unit, Kupang District project management unit Kupang Facilitators (regular facilitators, sustainability facilitators and village incentive grant facilitators (8 F and 12 M) Semarang Province project management unit Semarang District project management unit Semarang PAMSIMAS Facilitators (regular facilitators, sustainability facilitators and village incentive grant facilitators (7 F and 15 M)
National Pokja AMPL	BAPPENAS (5), Ministry of Home Affairs (3), Ministry of Health (1)
National Planning Agency (BAPPENAS)	Pak Eko and Ibu Ita
Ministry of Public Works	Pak Danny Sutjiono, Director for Water Supply Development
Ministry of Health	Pak Karnadi & Ibu Kris
World Bank Water and Sanitation Program	Almud Weitz (Regional manager); Devi Setiawan (Country Program Coordinator)
AusAID Indonesia Infrastructure Facility	Lynton Ulrich, Public-Private Partnerships Jim Coucouvinis, Water and Sanitation
Civil society organisations	UNICEF, Plan, Mercy Corps, SIMAVI, World Vision
Provincial stakeholders	Kupang Province Pokja AMPL (WSS working group) PAMSIMAS Kupang Provincial Coordination Team Semarang Province Pokja AMPL (WSS working group) PAMSIMAS Semarang Province coordination team
District stakeholders	Kupang District government staff: Public Works Semarang Province Pokja AMPL (WSS working group) PAMSIMAS Semarang Province coordination team
Villages	Desa Oelpuah, Kupang District Female (8) and Male (15) beneficiaries including members of BP-SPAM (CBO for WSS management)
	Desa Oenanu XX Beneficiaries (16 F and 30 M) including members of BPSPAMS (CBO for WSS management)
	Desa Kesongo, Semarang District Female (15) and Male (20) beneficiaries including members of BPSPAMS (CBO for WSS management)

APPENDIX C: EVALUATION PLAN

PURPOSE

This document outlines the plan for a review of Australia's two main investments in the rural water, sanitation and hygiene (WASH) sector in Indonesia: the World Bank-managed Third Water and Sanitation for Low Income Communities Project (PAMSIMAS) and the Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility.

Field work for this evaluation will be carried out during the period 22 October – 2 November 2012 (see Appendix A for indicative schedule).

BACKGROUND

The role of WASH in preventing disease and mortality is well established internationally. WASH initiatives form a central part of AusAID's bilateral infrastructure program in Indonesia, through varying modalities for urban and rural WASH. Australia has had a long-term presence in rural water supply and sanitation sector in Indonesia, supporting previous phases of both programs under review, PAMSIMAS and WASPOLA.

PAMSIMAS is a national Government of Indonesia Program partially funded by a World Bank loan and Australian Agency for International Development (AusAID) co-financing. The development objective of PAMSIMAS is *"to increase the number of low-income rural and peri-urban populations accessing improved water and sanitation facilities and practicing improved hygiene behaviours as part of Gol's efforts to achieve the water and sanitation MDG's."*³⁴

The program includes five main components.³⁵

- Component 1 finances community empowerment and local institutional development to mainstream and scale-up community-driven approach to water, sanitation, and hygiene (WSH) improvement.
- Component 2 supports activities to improve sanitation and hygiene behaviour, encompassing propagation of community-led total sanitation (CLTS), school sanitation, school hygiene programs, and community-wide sanitation and hygiene promotion.
- Component 3 provides grants for the preparation and implementation of village water supply, and public sanitation facilities.
- Component 4 provides Incentives Grants to villages and districts to sustain and expand the improved services.
- Component 5 supports effective and efficient technical support and management of the Project

PAMSIMAS differs from its predecessors, Water and Sanitation for Low-Income Communities (WSLIC I and II) in the following ways: (i) a national program approach towards development of a sector-wide approach; (ii) inclusion of peri-urban communities, not just rural communities; (iii) greater role for Provincial governments; more attention to building sanitation supply chains; (iv) removal of grant/credit

³⁴ PAMSIMAS Design document, 2006

³⁵ *ibid*

for toilet construction; (v) inclusion of performance-based incentive grants to district governments and communities; (vi) replication program by district governments.

The **WASPOLA Facility** (Water and Sanitation Policy and Action Planning Facility) is an AusAID initiative implemented by World Bank's Water and Sanitation Program (WSP) and GoI.

The goal of WASPOLA is *"to improve access for Indonesians, particularly the poor, to adequate and sustainable water supply and environmental sanitation services, contributing to increased economic growth"*.³⁶ The purpose is to strengthen the capacity of GoI to guide development of the WSES sector through establishment of a flexible Facility that can support emerging needs relating to policy development, policy implementation, and sector management. WASPOLA is managed by the WSP's WASPOLA Facility Trust Fund and is executed by GoI through an inter-agency group chaired by Bappenas.

The rationale for a Facility approach was to support a flexible approach to provision of assistance to address emerging needs in a changing policy environment. The Facility design notes an intention to achieve a high level of ownership by GoI, by providing substantial authority over activity selection, implementation and evaluation. The Facility focus has been on new policies, district government planning, information dissemination and training of project facilitators for donor programs.³⁷

EVALUATION SCOPE

The Terms of Reference (ToR) for the review defined the primary purpose of this evaluation to assess key aspects of the performance and effectiveness of both programs and to inform the scope and nature of AusAID's support to new phases. A secondary purpose of the evaluation is to note any strategic issues pertaining to AusAID's broader support WASH sector.

Priorities for the evaluation include:

- Assessment of AusAID's contribution to achievement of PAMSIMAS program outcomes
- Assessment of the relative cost-effectiveness and sustainability of PAMSIMAS as compared with other rural WASH programs in Indonesia
- Review of WASPOLA's main achievements and contributions
- Assessment of the appropriateness of WASPOLA's facility-modality
- Noting any strategic issues arising on AusAID WASH sector support

A question guide to meet these information needs is presented in Appendix B.

EVALUATION AUDIENCE

Immediate users of the evaluation report will be:

- AusAID's Jakarta WASH team: to inform decisions about future support to the relevant programs as well as strategic issues pertaining to wider WASH programming

Other users of the review will be:

- GoI, particularly BAPPENAS, Ministry of Public Works

³⁶ WASPOLA Design document, 2008

³⁷ Review ToR

- World Bank, to inform potential improvements in program implementation
- AusAID's broader Indonesia Country Program team members in Canberra and Jakarta
- AusAID Infrastructure and Water Policy Section
- Other stakeholders including donors and IndII: to support coordination and cross-fertilisation

The evaluation report will be publically available on AusAID's website.

The Aide Memoire at the conclusion of fieldwork will be circulated among key counterparts. Likewise the executive summary of the final report will be translated and circulated.

EVALUATION TEAM

The core evaluation team will comprise two specialists: A WASH and monitoring and evaluation specialist and AusAID's Senior Infrastructure Specialist-Water. Dr Juliet Willetts and Marcus Howard have extensive experience in WASH policy, institutional arrangements and community management. In addition, AusAID is encouraged to seek the involvement of an appropriate person(s) from the Ministry of Public Works and/or BAPPENAS. Such a person(s) will contribute local knowledge, nuanced insights in the sector and support GoI ownership of the evaluation findings.

The evaluation team will require the involvement of both AusAID and WB and WSP staff at various stages within the mission to provide clarification and background, and to ensure that emerging findings are grounded. This is particularly important during field trips to provide contextual information to the team. Notwithstanding, there may be occasions when the evaluation team could benefit from speaking with stakeholders in the absence of AusAID or program staff.

The team leader will work collaboratively with team members to implement this evaluation plan; assure the quality of data and information collected in the field; lead interviews (except in circumstances where the team splits up) and lead the authorship of the report. The WASH specialist will provide technical direction in relation to WASH issues including identifying strategic issues for AusAID consideration; and provide input and review of the evaluation report.

METHODOLOGY

The evaluation team will adopt a 'utilisation focussed approach'³⁸ and will work collaboratively with AusAID staff to evolve this review plan and conduct the fieldwork. The broad methodology for data collection will be qualitative and 'agile', where new insights inform on-going targeting of evaluation questioning.

The broad approach to addressing each evaluation focus is shown in Figure	Approach
1.Evaluation focus Assessment of AusAID's contribution to achievement of PAMSIMAS program outcomes	Development of a broad theory of change (for AusAID-specific support) with AusAID staff and testing of this theory through interviews with sector stakeholders and documented evidence of PAMSIMAS outcomes

³⁸ Utilisation focused evaluation prioritises strong stakeholder engagement and a focus on servicing the practical information needs of intended users (Patton, 2008, Utilization Focused Evaluation, Sage Publications)

Assessment of the relative cost-effectiveness of PAMSIMAS as compared with other rural WASH programs in Indonesia	Broad-brush analysis of unit cost per beneficiary for providing access to water and to sanitation through PAMSIMAS, PNPM, UNICEF, Dutch funding and NGO approaches
Assessment of the relative sustainability of PAMSIMAS as compared with other rural WASH programs in Indonesia	Development of a framework for assessing sustainability (potential frameworks for water are shown in Appendix C, framework for sanitation pending), and testing of this framework with key informants (at national and local level) for PAMSIMAS. Broad-brush analysis of PNPM against the same framework for the purposes of comparison.
Review of WASPOLA's main achievements and contributions	Key informant interviews with sector stakeholders at national, provincial and district level. Review of documentation, progress reports and other Facility outputs.
Assessment of the appropriateness of WASPOLA's facility-modality	Background review of success factors for other AusAID supported facilities (including TAMF and IndII). Key informant interviews with implementers and sector stakeholders to triangulate perspectives.
Strategic issues for broader AusAID program	A running list of such issues will be documented during the evaluation and will be raised for discussion with AusAID at the end of the review process

Figure 12: Evaluation approaches matched to each evaluation focus

METHODS

The review will involve a range of primarily qualitative research methods:

- **Document reviews:** a comprehensive review of key documents produced by the programs and relevant sector literature will help to identify key issues for further investigation in the field and will form the basis for any quantitative data analysis presented in the report.
- **Key informant interviews (KII):** purposively selected informed individuals will provide the majority of the fieldwork since these interviews enable probing and triangulation of stakeholder issues and perspectives concerning the program.
- **Focus group discussions (FGD):** FGDs with beneficiaries and with NGOs at national level will enable the evaluation team to rapidly develop a sense of the diversity of views on program implementation at community level and third party perspectives respectively
- **Observation:** general observations during the fieldwork will confirm or challenge preliminary conclusions arising from the other methods; for example the interactions/relationships between classes of stakeholder, the degree of professionalism of implementation, the quality and appropriateness of deliverables, and the general attitude/engagement of various stakeholders.

SAMPLING

The evaluation team will be dependent on AusAID staff to select and arrange interviews with the most relevant stakeholders. The aim will be to provide the evaluation team with a meaningful overview of program interventions that are accessible within the time constraints of the mission—requiring a balance between pragmatism and rigour.

The purposive sample of interviewees will consider logistical constraints and the importance of particular stakeholder perspectives to the evaluation questions. The sample frame will include:

- **Delivery team:**
 - AusAID program staff
 - PAMSIMAS and WASPOLA management staff
 - PAMSIMAS and WASPOLA field staff and advisers
 - Implementing partners/sub-contractors engaged by the program
- **Partners/counterparts:**
 - Relevant staff from BAPPENAS (national and/or district level)
 - Relevant staff from Ministry of Public Works (national and/or district level)
 - Relevant staff within the Provincial and District Government (ideally including an example of those who have taken up replication of PAMSIMAS approach)
 - Other institutional or community partners (including Community Facilitator Teams for PAMSIMAS)
- **Relevant/informed third parties:**
 - Relevant government officials that have been broadly associated with policy or governance issues related to PAMSIMAS or WASPOLA
 - NGO or private sector stakeholders involved in the WASH sector (but not directly involved with these programs)
 - UNICEF
 - Members of any key donor coordination or sector coordination or working groups
- **Ultimate beneficiaries:**
 - Women, men, girls and boys in rural communities, including (if possible) communities where PAMSIMAS and PNPM implementation has taken place (with allowance for separate engagement with women and men)
 - People with a disability
 - Community leaders

The sample frame should, where possible, purposively select relatively strong and weak performing districts or communities to provide the evaluation team with a sense of the spectrum of achievements and a realistic view of challenges.

KEY ETHICAL CONSIDERATIONS

Key ethical considerations relate to (i) consent, (ii) cultural appropriateness and (iii) feedback of findings.

- i. The review will seek verbal consent and ensure key informants and any community members consulted are adequately informed of the purpose of the review, its potential outcomes and consequences, and the type of information sought from them.
- ii. Engagement at community level will be undertaken in a gender-responsive, culturally sensitive manner, ensuring opportunity and space for women's participation and facilitating casual conversation (for instance during transect walks) with community members in addition to any formal focus groups or meetings.

- iii. To avoid the evaluation being a largely extractive exercise, responsibility to ensure feedback of findings to participants will be placed in the implementing teams.

ANALYSIS

Evaluation team members will maintain their own notes of interviews and discussions. We will undertake regular team discussions throughout the fieldwork to identify emerging trends against the key evaluation questions and specific targeted questions for follow-up.

Content analysis methods will be employed to identify common and exceptional themes against the key issues in the ToR and the evaluation questions. The question guide (Appendix B) will be used in a semi-structured way to enable the triangulation of issues across different classes of program stakeholder. The evaluation team will analyse and synthesise the views of the various stakeholders, and apply professional judgement in responses to evaluation questions. The team leader will lead the analysis and report drafting process with review by WASH specialist member. The WASH specialist member will undertake initial draft of the Annex on strategic issues for AusAID. If there is a diversity of views on particular issues within the evaluation team, this diversity will be documented in the report.

LIMITATIONS

The following limitations are expected and will be mitigated through pragmatic design and including them transparently in the review report:

- **Time and resources:** the rigour of the data gathering and analysis processes for this review will be constrained by the time available (2 weeks in-country)
- **Access:** since the program covers a large geographic area the evaluation team will only be exposed to perspectives from a limited range of stakeholders/locations. This will necessitate purposive sampling of interviewees since a random sample frame would not be practical.
- **Measurement:** most social changes are multi-faceted and difficult to measure. Systematic analysis of both quantitative and qualitative data, including direct quotes from informants will be used to mitigate this limitation.
- **Attribution:** initiatives such as PAMSIMAS and WASPOLA are implemented within 'open systems' such that multiple factors contribute to and/or detract from the anticipated changes. This renders the definitive attribution of changes to particular interventions challenging at best.

REPORT

Reporting of evaluation findings will involve:

- **Aide memoire:** at the completion of the fieldwork phase, the evaluation team will present preliminary findings to key evaluation stakeholders for the purposes of validation and refinement.
- **Draft report:** following the fieldwork phase, the evaluation team will apply content analysis methods to synthesise findings from the field. A draft report will be prepared and submitted to AusAID for review and comment.
- **Final report:** feedback on the draft report will be reviewed and assimilated or addressed before preparing a final publishable version of the report.

Following is an indicative outline of the report:

Aid Activity Summary

Acknowledgements

Authors Details

Executive Summary

Consolidated Recommendations

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APPENDIX A: INDICATIVE SCHEDULE

Dates	Activities
9-16 th Oct	Draft document review and appraisal, evaluation plan and initial briefing and discussion with AusAID
17 th Oct	Final evaluation plan due
17-21 st Oct	Document review and issues identification
22Oct – 2 nd Nov	<p>In-country mission, including:</p> <ul style="list-style-type: none">• Sun 21 Oct travel;• Mon 22- Sat 27th Oct- Jakarta• Sun28th- Wed 31th Oct- fieldtrip- Kupang and Semarang• Thurs 1st- Fri 2nd Nov - Jakarta <p>(AusAID will propose a draft schedule for the in-country component based on the evaluation plan, AusAID will also provide interpreters/translators for the mission).</p>
2 nd Nov- 23 rd Nov	<p>Draft review report by 23 November 2012:</p> <ul style="list-style-type: none">• Processing interviews and reports and other information from the mission• Writing report
Dec/Jan	Final review report

APPENDIX B: QUESTION GUIDE

Issues defined in the ToR were framed as hypotheses to be tested during the evaluation. A limited set of initial open-ended questions are proposed to open dialogue on the issues with stakeholders. Questions are phrased from a 'strengths-based' perspective.

Priorities for the evaluation include:

- Assessment of AusAID's contribution to achievement of PAMSIMAS program outcomes
- Assessment of the relative cost-effectiveness and sustainability outcomes of PAMSIMAS as compared with other rural WASH programs in Indonesia
- Review of WASPOLA's main achievements and contributions
- Assessment of the appropriateness of WASPOLA's facility-modality

PAMSIMAS:

- Assessment of AusAID's contribution to achievement of program outcomes
 - **Hypothesis:** *AusAID's contribution was valuable and effective in supporting achievement of PAMSIMAS program outcomes*
 - What was valuable about AusAID's support for PAMSIMAS?
 - How different would PAMSIMAS look in terms of process and outcomes without AusAID support?
 - Are there particular program outcomes to which AusAID support can be directly attributed?
 - To what extent do you feel that an appropriate balance between technical/management support and direct funding of water infrastructure was met? And the balance between a focus on water versus sanitation and hygiene?
 - To what extent has PAMSIMAS demonstrated a focus on gender equality or inclusion of people with a disability? How has AusAID's contribution drawn attention to or supported integration of these cross-cutting issues?
 - How might AusAID's approach to supporting PAMSIMAS be refined or extended in the future?
- Assessment of the relative cost-effectiveness and sustainability outcomes of PAMSIMAS as compared with other rural WASH programs in Indonesia
 - **Hypothesis:** *The cost-effectiveness of PAMSIMAS is on par with other similar interventions in rural WASH*
 - What is the range of unit costs per beneficiary for water systems and access to sanitation implemented by PAMSIMAS?
 - What are the key cost components in terms of hardware and software? What proportion of costs are overhead and management costs?
 - How do these costs compare with unit costs for PNPM, NGO or other implementation?
 - **Hypothesis:** *The sustainability of PAMSIMAS WASH outcomes are stronger than those achieved by generalist community development programs*

- What evidence suggests that PAMSIMAS WASH outcomes (particularly functionality of water systems, toilet use and handwashing behaviour) are sustained 3-5 years beyond implementation?
- What have you observed about on-going management and service delivery arrangements for PAMSIMAS-implemented water systems?
- What have you observed about the longevity of behaviour change in terms of use of toilets and handwashing practices?
- What gives you confidence in the approaches used by PAMSIMAS to ensure sustainability?
- How do the sustainability outcomes compare with those associated with PNPM, NGO or other implementation?

WASPOLA:

- Review of WASPOLA's main achievements and contributions
 - **Hypothesis:** *WASPOLA has been effective in making valuable contributions to rural and urban WASH policy development and technical capacity in Indonesia*
 - What is unique about WASPOLA's contribution to the sector since 2008?
 - What stands out to you about the way that WASPOLA has worked to influence changes in the WASH sector?
 - What do you see as key factors impacting on the success or otherwise of WASPOLA's activities?
- Assessment of the appropriateness of WASPOLA's facility-modality
 - **Hypothesis:** *A facility was the appropriate aid modality to achieve the intended aims of WASPOLA*
 - How do you see a 'Facility' as compared with a program approach or other aid modality?
 - What do you understand to be the rationale for choosing a Facility as an aid modality to achieve WASPOLA's aims?
 - What have you seen that suggests that the Facility arrangement has benefited WASPOLA's implementation and outcomes?
 - What changes did you observe when WASPOLA shifted from a program to a facility modality?

APPENDIX C: DRAFT SUSTAINABILITY ASSESSMENT FRAMEWORKS

IRC Triple-S project: Building blocks for sustainable service delivery, covering the typical types of changes needed to shift from a project-focused approach to sustainable service delivery

Building blocks for sustainable service delivery	
Professionalisation of community management	Community management entities supported to move away from voluntary arrangements towards more professional service provision that is embedded in local and national policy, legal, and regulatory frameworks.
Recognition and promotion of alternative service provider options	A range of management options beyond community management, such as self-supply and public-private partnerships, formally recognised in sector policy and supported.
Monitoring service delivery and sustainability	Monitoring systems track indicators of infrastructure functionality, service provider performance, and levels of service delivered against nationally agreed norms and standards.
Harmonisation and coordination	Improved harmonisation and coordination among donors and government, and alignment of all actors (both government and nongovernment) with national policies and systems.
Support to service providers	Structured system of direct (post-construction) support provided to back up and monitor community management entities and other service providers.
Capacity support to service authorities	On-going capacity support provided to service authorities (typically local governments) to enable them to fulfil their role (planning, monitoring, regulation, etc.) in sustaining rural water services.
Learning and adaptive management	Learning and knowledge management supported at national and decentralised levels to enable the sector to adapt based on experience.
Asset management	Systematic planning, inventory updates, and financial forecasting for assets carried out, and asset ownership clearly defined.
Regulation of rural services and service providers	Regulation of the service delivered and service provider performance through mechanisms appropriate for small rural operators.
Financing to cover all life-cycle	Financial frameworks account for all life-cycle costs, especially major capital maintenance, support to

costs	service authorities and service providers, monitoring and regulation.
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Framework developed for analysis of the strengths and weaknesses in contributing to sustainability by the AusAID Civil Society Water, Sanitation and Hygiene Fund (ICR, 2012)

Key factors affecting sustainability in the rural water sector ³⁹
Lack of sector coordination, fragmentation of implementation processes, standards and norms
Dominant focus on new infrastructure and capital investments rather than on-going service delivery
Need for external post-construction and on-going support to community management as well as greater formalisation of community management arrangements
Need for sound, well-regulated private sector models
Need for support to build the institutions to manage infrastructure, regulate service providers, plan asset management, particularly local government capacity
Weak supply chains for spare parts
Lack of financial support for life-cycle costs

Sustainability framework for sanitation

Factors affecting sustainability	
Overall enabling environment (factors drawn from WSP, 2012)	Policy, strategy and direction: existence of local shared vision, strategy among key stakeholders, political will, regulations or by laws
	Institutional arrangements: understanding of roles, responsibilities and authorities and availability of resources to perform these roles; mechanisms for coordination between public, private and NGO sectors
	Program methodology: Specified timing and sequence of activities comprising a programmatic approach
	Implementation capacity: Adequacy of human resources and skills and clarity on responsibilities to address

³⁹ 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

	capacity building needs
	Availability of products and services: availability of consumer responsive and affordable products; creation of enabling conditions for private sector market development
	Financing and incentives: Financing costs must cover social mobilisation, training, salaries, transportation and development of behaviour change communication materials; mechanisms to support poorest members to afford sanitation facilities
	Cost-effective implementation: Track unit costs of implementation to ensure cost-effective scale-up
	Monitoring and evaluation: Monitoring should include analysis to determine strengths and weaknesses so programming can be adjusted; monitoring information should be channelled from community up through local/district level to national level
Enabling environment: Roles and functions of local governments (WSP, 2012)	<ol style="list-style-type: none"> 1. Strategy and planning: set objectives, targets, implementation arrangements etc. 2. Advocacy and promotion: with local political leaders to obtain budget allocations for STBM 3. Capacity building: requires annual budget allocation aligned with an implementation plan, knowledge of programmatic approach 4. Supervision: follow-up with service providers and trainers on performance, including follow-up after triggering, progress monitoring, reinforcing behaviour change 5. Monitoring and evaluation/reporting: Collection of information, verification procedures by skilled teams 6. Regulation: enforcement of standards for products from private sector; enforcing agreed fines for OD 7. Coordination: across departments and among district stakeholders
Supply-side: Local private sector (WSP, 2012)	Maturity of market development: Availability of individual masons (ability to meet demand), availability of products at district level, existence of sanitation business development assistance, existence of private sector champions to lead business-to-business networking, existence of financing mechanisms for small-scale providers
Demand-side factors affecting sustainability:	Facilitation process, quality and follow-up: Triggering message and emotive response; Level of follow-up and support; Concurrent sanitation marketing/ informed choice/technical advice; Use of incentives & rewards; Clear verification process; Competition between communities; Use of media campaigns; Use of coercion; Inclusion/Exclusion of different groups within the community
	Community level leadership: Role of village leaders, natural leaders, women, children; existence of sanitation committee; role of health extension workers; role of schools and health centres
	Intrinsic motivators: disgust, status/pride, safety, comfort/convenience, health

	Technical factors: Local soil and ground conditions; Availability of water; Availability of materials; Maintenance-repairs and pit emptying; Availability of land; Prevalence of pit collapse
	Financial factors: Subsidies; Affordability; Availability of Credit
	Socio-cultural/political factors: By-laws & Penalties; Local Politics; Village Demographics; Community Governance; New Households; Social Cohesion; Social, Religious & Cultural Norms; Issues of children's faeces and women's menstrual hygiene
	Product availability: Ability to access affordable, appropriate sanitation products -Viable market chain exists

Sustainability framework for hygiene (focus on handwashing only)

Knowledge	Retention of knowledge regarding critical times
Practice	Existence of facilities (tippy tap, water, soap, etc.)
	Integrated into daily habits
Attitude	Level of perceived importance to wash hands

APPENDIX D: FIELDWORK DETAILED QUESTION GUIDE

The questions below were prepared for fieldwork to ensure a consistent approach to questioning by different members of the evaluation team.

PROVINCIAL LEVEL

Role of provincial authorities: What is the role of Provincial Authorities (Health, Public Works, Home Affairs) in the Rural WSES Sector and how do they work with PAMSIMAS?

- community empowerment and capacity building
- sanitation and hygiene in the STBM (CLTS) process
- water supply
- public sanitation facilities (schools and health centers)

Capacity changes: What changes have been observed in government capacity to develop policy and implement WSES programs as a result of either PAMSIMAS or WASPOLA?

- Capacity/performance at provincial level
- Capacity/performance within districts
- What PAMSIMAS/WASPOLA activities were most effective in improving capacity?

Role and capacity of POKJA/AMPL:

- How effective is the Provincial Pokja/AMPL in its role of sector coordination?
- How effective are the district Pokja/AMPL in your province? In what proportion of districts do they exist? What proportion are functional? Has WASPOLA influenced their capacity? How?
- What is the role of Provincial Pokja/AMPL to support district level Pokja?

Efficacy of WASPOLA Facility: What role did WASPOLA play in influencing the development of WSES in the Province?

- What do you see the purpose of WASPOLA Facility as being?
- How effective has WASPOLA been in meeting that purpose?
- How did the Province access WASPOLA support? Who else could provide this service?

Efficacy and sustainability of PAMSIMAS outcomes:

- What is the biggest contribution PAMSIMAS has made in the province?
- How do the different components of PAMSIMAS interact? Is there a sequence?
- Was the balance of spending on different components of capacity building: water hardware: san/hygiene
- Were incentive grants effective? How?
- How has PAMSIMAS built LG capacity (planning, regulation, monitoring)? Is capacity/skills now sufficient?
- How effective has the sanitation CLTS/STBM approach been?

Interaction, cost-effectiveness and sustainability of PAMSIMAS and PNPM:

- What has been the experience of the two programs operating side-by-side?
- How do the unit costs compare between PAMSIMAS and other programs by LG, PNPM and NGO's?
- Are there differences in construction quality for the different programs?
- What does PAMSIMAS do to ensure that communities (and LG) are able to manage and undertake O&M water systems in the long-term? Is this effective? Does PNPM have a similar process?
- PAMSIMAS requires a contribution from district government and the community of 30%. PNPM does not require a co contribution what are the benefits and dis-benefits of each approach?

Monitoring and evaluation/sector information management: What monitoring is undertaken to track system functionality and sanitation outcomes and what data is available for decision makers?

- Did consultants engaged in baseline studies visit and consult with the Province?
- Was information collected by the consultants shared after the visit and can you access the data?
- What sector information is available for the Province? Do Provincial Authorities access and use the PAMISMAS and NAWASIS data bases?
- Is government rewarded on basis of increasing coverage or functionality of water systems?

DISTRICT LEVEL

Role of district authorities: What is the role of District Authorities (Health, Public Works, Home Affairs) in the Rural WSES Sector and how do they work with PAMSIMAS? Has the district developed a strategic plan and an investment plan?

- community empowerment and capacity building
- sanitation and hygiene in the STBM (CLTS) process
- water supply
- public sanitation facilities (schools and health centers)
- capacity building for local government (planning, regulation, monitoring)

Changes in capacity: What changes in capacity have there been to develop policy and implement WSES programs as a result of PAMSIMAS and WASPOLA?

- Capacity/performance within this district
- Capacity/performance at provincial level
- What PAMSIMAS/WASPOLA activities were most effective in improving capacity?

Role and capacity of POKJA/AMPL:

- How effective is the district Pokja/AMPL in your district?
- Does the Provincial Pokja/AMPL play a role to support district level Pokja?

Efficacy of WASPOLA facility: What role did WASPOLA play in influencing the development of WSES in the district?

- What do you see the purpose of WASPOLA Facility as being?
- How effective has WASPOLA been in meeting that purpose?
- How did the District access WASPOLA support? Who else could provide this service?

Efficacy of PAMSIMAS outcomes:

- What is the biggest contribution PAMSIMAS has made in the district?
- How do the different components of PAMSIMAS interact? Is there a sequence?
- Was the balance of different components right- capacity building: water hardware: san/hygiene
- What was the impact of the provision of National and Provincial Trainers on LG? On communities?
- Were incentive grants effective? How? Have there been increases in LG budget for WSES?

Sustainability of PAMSIMAS 'water' outcomes:

- What is the functionality status of water systems in the district? What are the main issues affecting functionality? (does it vary depending on hh connections versus communal taps)
- Who undertakes routine maintenance? Who provides technical support if beyond community capacity?
- How are women involved in water system design/planning and BP-SPAM?
- What support does the sustainability facilitator provide to BP-SPAM/CBO's and how well does this work?

- What mechanisms are in place for community members to voice concerns about the quality and cost of services?
- What budget is allocated by LG for supporting BP-SPAM/O&M/rural systems?

Sustainability of PAMSIMAS 'sanitation' outcomes:

- Achievement of ODF is a key requirement for success of the PAMSIMAS program. How effective was the triggering process and what were results achieved How many villages were triggered and what % of villages achieved ODF?
- In villages where ODF has not been achieved by the triggering process what levels of sanitation coverage were achieved?
- Do villages declared ODF remain ODF? Why? Why not?
- Do communities invest in upgrading their toilets? Why? Why not?
- Sanitation marketing is part of PAMSIMAS. What results were achieved by the program?
- What role does LG play in follow-up after triggering?
- Are any subsidies available for sanitation?
- Were program resources to trigger sanitation demand adequate? To what extent did PAMSIMAS sanitation workers engage with local health workers?
- The next phase of PAMSIMAS proposes the use of community health workers to undertake sanitation demand creation. They will be supported by District based sanitation consultants. Will this be more effective than PAMSIMAS 1?
- Have results hand washing been sustained?
- How are women involved in sanitation activities at community level?

Inclusion:

- Are there any special efforts to address the needs of people with disabilities- for instance through specially designed facilities?

Interaction, cost-effectiveness and sustainability of PAMSIMAS and PNPM:

- What has been the experience of the two programs operating side-by-side?
- How do the unit costs compare between PAMSIMAS and other programs by LG, PNPM and NGO's?
- Are there differences in construction quality for the different programs?
- Does PNPM have a similar process to PAMSIMAS to build community/LG capacity to manage/maintain systems?
- PAMSIMAS requires a contribution from district government and the community of 30%. PNPM does not require a co contribution. What are the benefits and dis-benefits of each approach?

Monitoring and evaluation/sector information management: What monitoring is undertaken to track system functionality and what data is available for decision makers?

- Did consultants engaged in baseline studies visit and consult with the Province?
- Was information collected by the consultants shared after the visit and can you access the data?
- What sector information is available for the Province? Do Provincial Authorities access and use the PAMSIMAS and NAWASIS data bases?
- Is government rewarded on basis of increasing coverage or functionality of water systems

COMMUNITY LEVEL

Efficacy of PAMSIMAS outcomes:

- What is the biggest contribution PAMSIMAS has made in your community?
- What was the sequence of (water/sanitation/hygiene) activities in your village?
- What training has your community received?

Sustainability of PAMSIMAS 'water' outcomes:

- Does your water system have household connections or communal taps? Does everyone have access?
- What is the functionality status of water systems in your community? What are the main issues affecting functionality?
- Who manages the water system (is there an active BP-SPAM?- how often meet etc.)
- What is the water tariff? Does everyone pay? Affordable? How is transparency of finances maintained?
- What kinds of repairs have been needed on your water system so far?
- Who undertakes routine maintenance? (were they trained etc?)
- Who provides technical support if beyond community capacity?
- How are women involved in water system design/planning and in BP-SPAM? (% women on committee?)
- What support does the Sustainability Facilitator provide to BP-SPAM/CBO's and how well does this work?
- What support does LG provide to the BP-SPAM? What support is needed?
- What mechanisms are in place for community members to voice concerns about the quality and cost of services?

Sustainability of PAMSIMAS 'sanitation' outcomes:

- What do you remember of the triggering process? Did people build toilets? Why? Why not?
- Were you given technical support to build your own toilets? From who?
- Are people happy with their toilets?
- Have people invested in upgrading their toilets? How many? Why? Why not?
- Where would you access sanitation products? Do you know what is available?
- Who has visited to follow-up since triggering? (PAMSIMAS facilitator? Health worker/sanitarian? Other?)
- The next phase of PAMSIMAS proposes the use of community health workers to undertake sanitation demand creation. They will be supported by District based sanitation consultants. Will this be more effective than the current approach?
- Have results hand washing been sustained?
- How are women involved in sanitation activities at community level?

Interaction between PAMSIMAS and PNPM:

- What has been the experience of the two programs operating side-by-side?
- Are there differences in construction quality for the different programs?
- Does PNPM have a similar process to PAMSIMAS to build community and LG capacity to manage and maintain systems? Are fees collected for PNPM water systems?
- PAMSIMAS requires a contribution from district government and the community of 30%. PNPM does not require a co contribution. What are the benefits and dis-benefits of each approach?

Role of district authorities and POKJA:

- What are the main roles played by District Authorities (Health, Public Works, Home Affairs) in water and sanitation? What should their roles be?
- What, if any, changes have you seen in LG budgeting for water and sanitation in the last years?
- What role does the district Pokja/AMPL play in your district?

PAMSIMAS FACILITATORS

Types of facilitators: regular community empowerment/technical/health facilitators, sustainability facilitators, village inventive grant facilitators

Role of different facilitators

- Describe your role as a facilitator, what activities do you undertake in the community?
- How many times do you go to a village?
- What training did you receive? Was it sufficient to enable you to play your role?

Confidence in BP-SPAM

- What have you observed about BP-SPAM capacity to play their role?
- What have you observed about fee collection? About transparency in financial management?
- How regularly do BP-SPAM meet?
- Do BP-SPAM have methods to deal with complaints about services?
- Did BP-SPAM receive enough capacity building support?

Functionality of water systems

- What are the most common types of system breakages?
- What happens if a breakage is beyond community capacity?
- Who makes the decision to fix a breakage (and spend funds) or not?

Sanitation outcomes

- What changes in behaviour have you observed?
- What challenges have been faced in mobilizing behaviour change?
- Who does the follow-up? What technical advice is provided to communities?
- Are schools involved in triggering?
- How long does it usually take to attain ODF? Who drives this process (community leader/BP-SPAM/midwife/other)?

Improving PAMSIMAS

- Do you have any views or ideas about ways to improve PAMSIMAS?

APPENDIX D: STRATEGIC ISSUES

AusAID requested the review team to document any broader strategic issues arising during the review regarding AusAID WASH sector support.

Overall, the mix of WASH programs supported by AusAID in Indonesia (including PAMSIMAS, IndII, PNPM, WASPOLA, WSP and civil society engagement) is well aligned with AusAID thematic priority of Saving Lives through “Improving public health by increasing access to safe water and sanitation”. These programs support a balance of the three pillars under the strategy of (i) increasing access, (ii) improving hygiene behaviour and (iii) creating sustainable services.

The review found that the main strategic issues that need to be addressed are:

1. Clarify the intended contribution of each WASH program to addressing the key current challenges in the Indonesia WASH sector, and identify potential synergies and overlapping mandates
2. Consider how AusAID can exert more influence on programs to incorporate key AusAID policy issues including sustainability of service delivery, interaction with water resources management, gender and disability
3. Examine potential for mutual interaction and support between AusAID’s decentralisation program and WASH programs working on service delivery at subnational levels
4. Consider how AusAID views its role as a co-financing partner and the best approaches to how it can ‘add-value’ to partnerships
5. Address alignment between PNPM and PAMSIMAS to improve program quality and sustainability of service delivery
6. Clarify how AusAID allocates internal resources most strategically to exert desired influence and how to support necessary skills development

1. Clarify the intended contribution of different WASH sector programs

AusAID should map the key current challenges in the Indonesian WASH sector, and against these map each program⁴⁰ and how it contributes to addressing these challenges. Based on this analysis, AusAID should identify potential synergies or overlapping mandates between programs, and any gaps where sector challenges are not currently being addressed.

Without undertaking such analysis at depth, this review revealed the following points regarding challenges, synergies and overlapping mandates.

Current gaps in addressing key current sector challenges:⁴¹

- Lack of sufficient support in building capacity of subnational agencies responsible for service delivery and sector monitoring, including the need to address issues of good governance and transparency

⁴⁰ IndII, PAMSIMAS, WASPOLA, PNPM, WSP and Civil Society Organisation programs

⁴¹ Drawing on observations during the review as well as ISF-UTS (2011) *Indonesia Water, Sanitation and Hygiene Sector Brief*, prepared for AusAID by the Institute for Sustainable Futures, University of Technology Sydney, October 2011.

- Low political priority of WASH at local levels, despite significant evidence of WASH related health impacts- greater focus needed on raising political demand for WASH which may require strengthened work with civil society organisations
- Low priority and capacity to address rural sanitation and hygiene – significant support is required to implement STBM
- Need for implementation of monitoring systems that track sustainability of ‘all’ community piped water services and sanitation coverage at national and district levels
- Improved recurrent budget allocations by Districts including funding administrative and technical support for BP-SPAM
- Lack of sufficient attention to women’s role in WASH

Visible synergies not currently capitalised on:

- Through PAMSIMAS and WASPOLA there is potential for greater mutual support for capacity building and policy development but this requires improved planning and coordination
- WASPOLA has a distinct identity but is also a core part of the World Bank’s Water and Sanitation Program (WSP) in Indonesia. AusAID Indonesia country program funds WASPOLA while WSP program receives support from AusAID Global WASH program funds which also benefits Indonesia. There is considerable complementarity between WSP and WASPOLA. There is an opportunity to rationalise sector policy support and reduce the number of Worlds Bank trust funds by supporting WSP’s policy work through the existing WSP EAP Trust Fund instead of a standalone WASPOLA trust fund. Pros and cons of these different approaches (or other approaches) to supporting policy engagement must be weighed up.
- WASPOLA’s policy development included a focus on urban focused institutional-based policy related to PDAMS, however this policy has not yet been passed. IndII works also in the urban sector. The review team were not clear on if or how systematic engagement between the two programs had occurred with respect to this policy.

Overlapping mandates:

- IndII proposes working with local governments on rural water CBOs – this clearly enters the rural water sector, however is focused on the ‘more institutionalised’ CBOs managing household connections, and follows a different funding mechanism for local governments and therefore is a valuable contribution, but still requires consideration of any overlap in geography with PAMSIMAS and implications of this
- PNPM and PAMSIMAS (see below)

2. Exerting influence regarding key AusAID policy issues

The review identified the potential to strengthen AusAID’s influence on key policy areas:

- Sustainability- a key objective of the WASH strategy, which requires proactively supporting a shift in sector orientation from infrastructure/implementation towards a service delivery approach.
- Improving security of supply requires a greater level of protection for raw water sources including groundwater and surface water. Improved management of water resources should be considered as part of any water supply program to avoid overuse and contamination, as should adaptation to climate change impacts
- Hygiene is the second objective in AusAID’s WASH policy note and yet does not appear to have been given adequate attention to date within Indonesia’s WASH programming

- Support for gender equality to improve the range of opportunities for women to be involved in management of piped water supply systems, and attention to women's hygiene needs including menstrual hygiene.
- Disability requires a greater focus in PAMISMAS to support AusAID policy objectives "Development for All". This should include AusAID working with partners to improve awareness, at all levels of government of the principles of universal access.

3. Interaction between AusAID's decentralisation program and WASH programs

Since rural service delivery is implemented at subnational levels, the broader effects of decentralisation and how these are borne out have strong influence on the sustainability and quality of WASH service delivery. Water projects are implemented through a range of schemes, including PNPM and PAMSIMAS, as well as from district budgets. Differing requirements of funding agencies for design, implementation, operation and monitoring are creating inefficiencies at provincial, district level and community level. Improving coordination between national programs at a local level, including adoption of common technical, management and monitoring standards, would assist local governments becoming more effective in delivery of services.

AusAID's decentralisation program includes an office in Kupang, however there is no systematic interaction (that we heard of) between this program and programs like PAMSIMAS which are working with subnational government and communities on service delivery (including in eastern Indonesia). There is therefore opportunity to explore how the decentralisation program might inform or support WASH programming focused at subnational level. Equally, AusAID's experiences in the WASH sector might useful serve to inform areas being addressed in the decentralisation program.

4. Value-adding as a co-financing partner

As mentioned above, there are various policy areas where AusAID could seek to exert more proactive influence improving awareness of key policy areas, particularly sustainability, gender and disability.

Another issue related to co-financing is attribution of funding commitments to certain outputs and outcomes. This improves funding of typically under-resourced program areas which benefits program quality and provides AusAID with identifiable outputs. But it has consequences in that it reduces government ownership of certain components. In the future if AusAID funds are phased out this would potentially leave key areas underfunded. Future funding of PAMSIMAS should consider the use of targeted budget support as an alternative. This has been successfully adopted in Vietnam for the Rural Water Supply and Sanitation National Target Program and allows for co-mingling of donor and government funds. The latter approach requires strong engagement during the design process as this is the key point that AusAID is able to have influence.

5. Alignment between PNPM and PAMSIMAS

This report described the issues of overlap and differing policies in PNPM and PAMSIMAS. Since AusAID is providing support to both, there is opportunity to examine AusAID's role in seeking better alignment or a new configuration of the two programs that avoids overlap. Both programs deliver new water systems but have different requirements around community contributions and management arrangements which can create tensions in neighbouring communities.

There are a number of areas where the PAMISMAS approach to sustainability could support the sustainability of PNPM and local government investments in water. PNPM piped water schemes do

not require establishment of a BP-SPAM which will adversely impact their sustainability over time. PNPM systems were also reported not to necessarily meet appropriate quality standards and guidelines. Comments made during the review included that PNPM and PAMSIMAS could adopt a common community consultation mechanism but that water projects which are adopted would be better delivered by PAMSIMAS.

6. Internal resource allocation and skills development

Influencing policy of programs and partners requires AusAID to employ adequate resources to stay informed of sector development and to manage relationships with partners. Management of activity under IndII has required significantly more attention than other aspects of the water program leaving less time to engage with PAMSIMAS and WASPOLA. Consideration should be given to how AusAID allocates internal resources strategically to exert the desired influence on all programs including WASPOLA, IndII and PAMSIMAS.

AusAID staff in Jakarta who manage water and sanitation activity need learning and development opportunities to build their technical and policy skills. Providing project management and capacity building opportunities creates career pathways for A-based and locally engaged staff as sector specialists. AusAID can support development of thematic knowledge and expertise of staff in Jakarta which also builds career pathways for less experienced professionals to develop their careers and specialist skills. It also better equips staff to discuss sector policy issues with government and other donor partners and helps with transfer of knowledge and learning from other country and AusAID supported global programs.

APPENDIX E: PAMSIMAS COST ANALYSIS AND RAW DATA

Comparing costs between different programs is highly challenging due to differences in

- types of costs included
- scale of water systems
- geographical spread of beneficiaries
- types of water systems and
- timing of the investments
- exchange rates used

The sections below include background information on each of the programs PAMSIMAS, PNPM and WSLICII with as much information as was available across these variables.

These should be taken into account when considering the unit costs for each program.

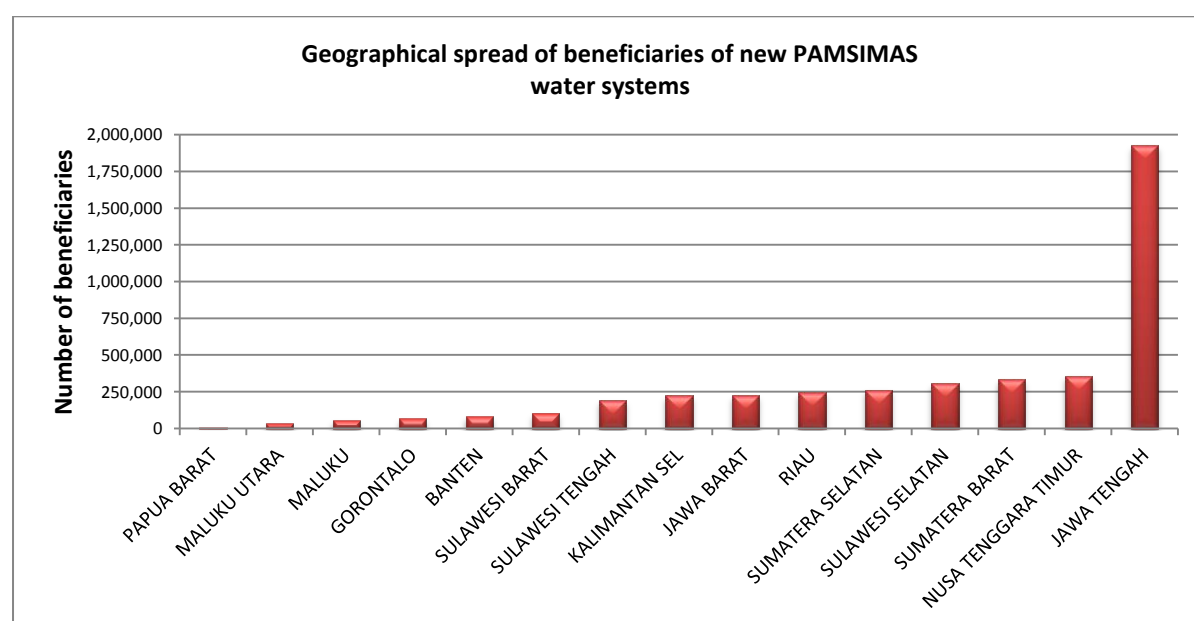
PAMSIMAS

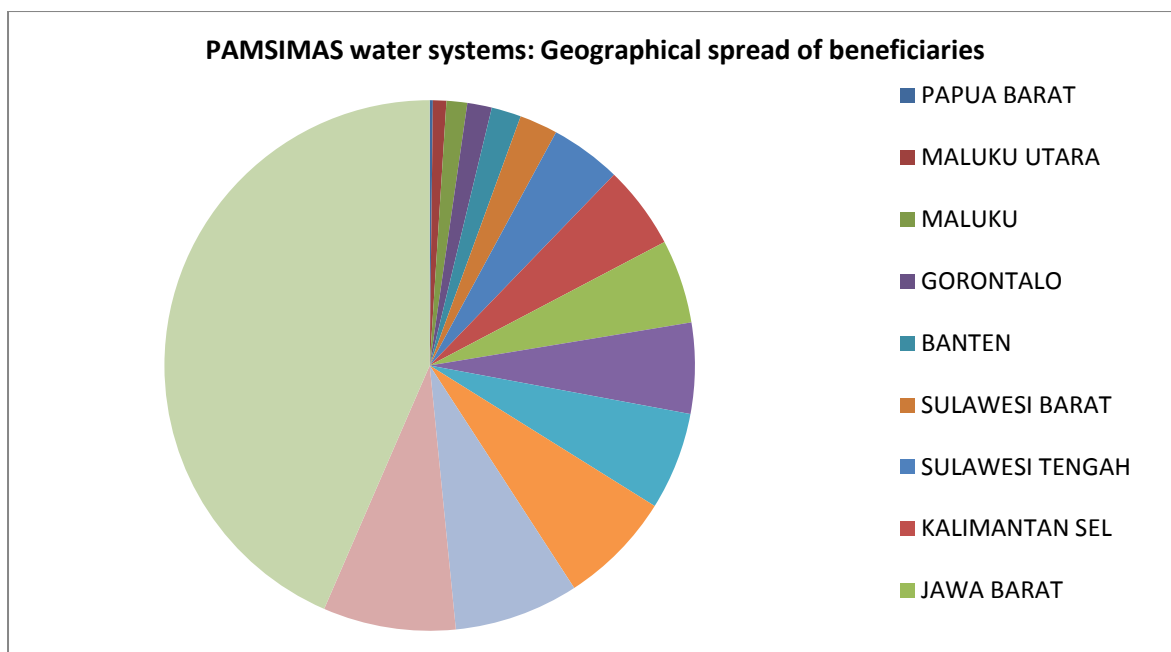
Program scale (water): PAMSIMAS worked across 15 provinces and 110 districts, reaching a total population of 4,426,465 people (about 4.2 million) to date.

Types of costs included: Hardware only, includes grant or loan in addition to 20% local government contribution and 10% community contribution. Does not include any technical assistance costs.

Scale of water systems: PAMSIMAS systems serve an average of 928 beneficiaries each (range from 170 beneficiaries per system in Papua to 1229 beneficiaries per system in Central Java)

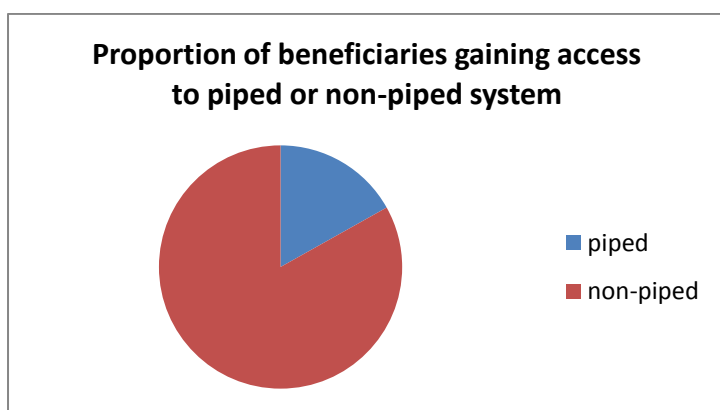
Geographical spread of beneficiaries: The large majority of beneficiaries were in Central Java, followed by NTT, West Sumatra and South Sulawesi.





Types of systems: The large majority (86%) of systems were public tap or dug well, with 14% being household connections. Those systems with household connections were mostly in Central Java (31% of systems were hh connections), Maluku Utara (24% of systems were hh connections), and West Sumatra (24% of systems were hh connections) and South Sulawesi (10%). Other provinces had under well 10% of systems with household connections).

Using beneficiary populations in each province, a calculated estimate of 17% beneficiaries gained access to a piped system and 83% to a non-piped system.

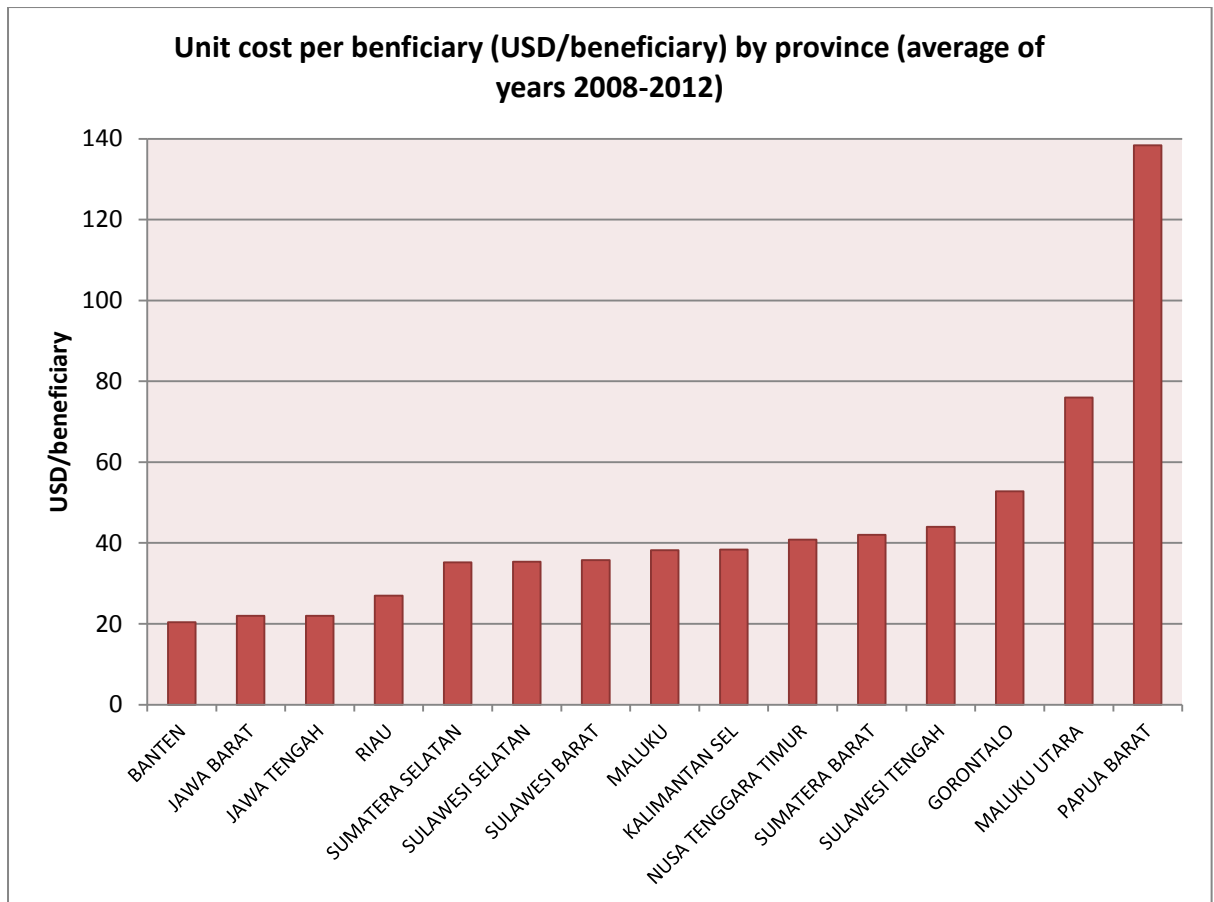


Timing of cost information and exchange rates used: PAMSIMAS data covers the years 2008-2012. Data was provided by PAMSIMAS in USD.

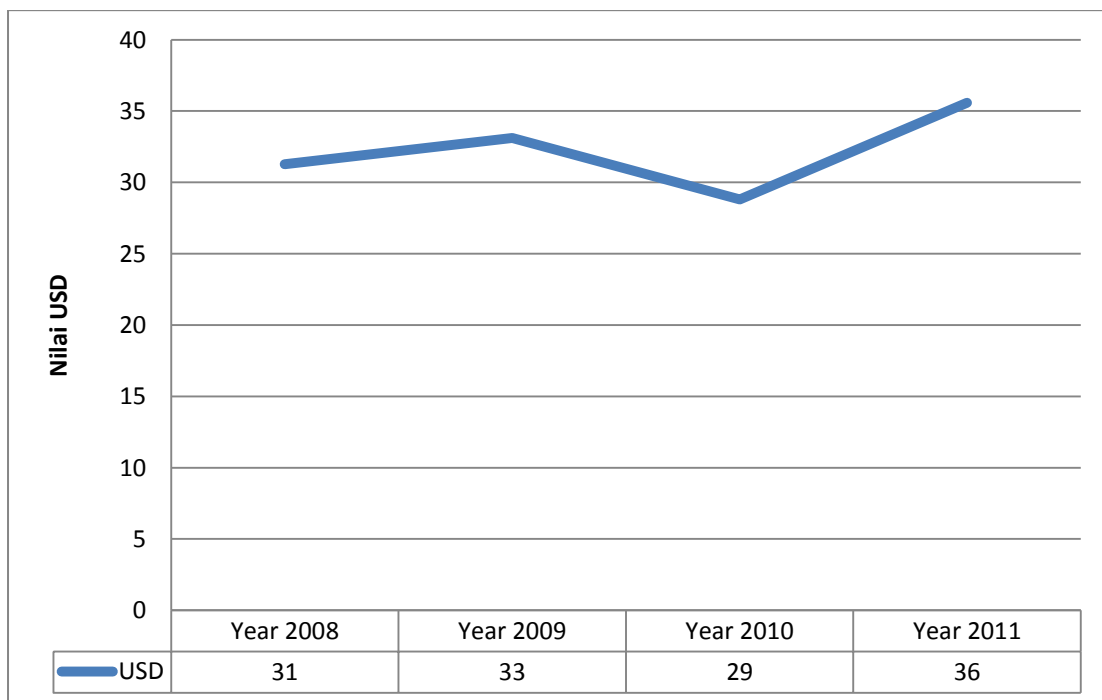
Cost information provided:

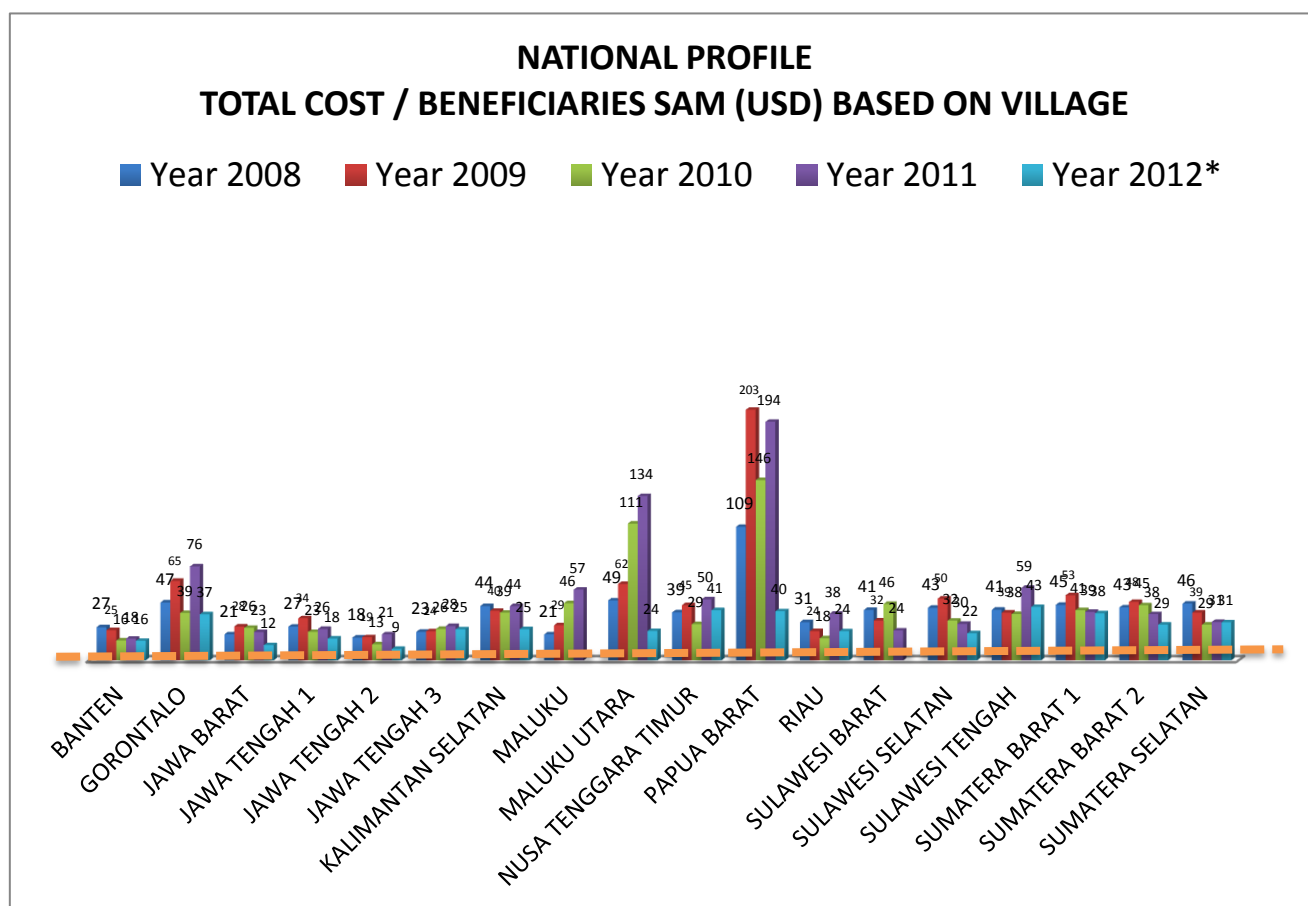
Province	Water Supply					
	Number of Village		Beneficiaries (additional people)	Average number of beneficiaries per system	Bene- ficiaries (proportion in this province of total people served (%))	Average unit cost*
	Total	With data				
BANTEN	104	99	80,032	770	1.8	20.4
GORONTALO	151	136	66,176	438	1.5	52.8
JAWA BARAT	269	263	225,980	840	5.1	22
JAWA TENGAH	1,566	1,495	1,924,962	1229	43.5	22
KALIMANTAN SEL	415	379	224,448	541	5.1	38.4
MALUKU	52	50	55,914	1075	1.3	38.25
MALUKU UTARA	71	65	36,125	509	0.8	76
NUSA TENGGARA TIMUR	536	505	357,943	668	8.1	40.8
PAPUA BARAT	50	50	8,503	170	0.2	138.4
RIAU	323	311	244,739	758	5.5	27
SULAWESI BARAT	124	117	103,132	832	2.3	35.8
SULAWESI SELATAN	337	321	307,472	912	6.9	35.4
SULAWESI TENGAH	355	325	191,278	539	4.3	44
SUMATERA BARAT	621	592	336,219	541	7.6	42
SUMATERA SELATAN	377	373	263,542	699	6.0	35.2
NASIONAL	5,351	5,081	4,426,465	Average beneficiary per system = 928 people		Average unit cost per beneficiary = 30.4

*based on data in PAMSIMAS independent review presentation – average of year by year data in each province



Cost Per-capita USD (National)(PAMSIMAS- independent review presentation, Oct 2012)





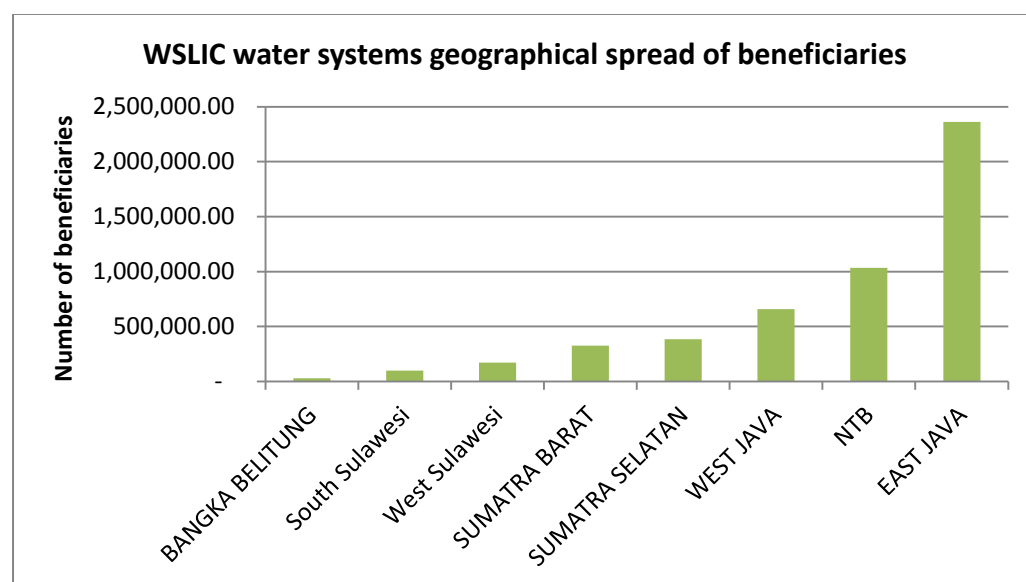
WSLIC II

Program scale (water): WSLIC-II worked across 37 districts, reaching a total population of 5,064,393 (about 5 million)

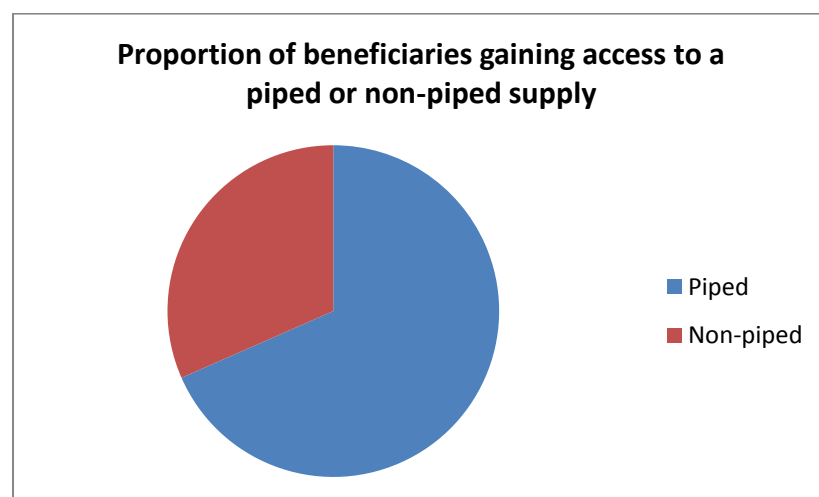
Types of costs included: The cost includes the total village grant which includes the community cash and in-kind contributions. Technical assistance costs are excluded totally.

Scale of systems: WSLIC-2 systems served an average number of more than 2000 beneficiaries/village (at least twice that served through PAMSIMAS).

Geographical spread of beneficiaries: The large majority of beneficiaries were in Central Java, followed by NTB and West Java.



Types of systems: The majority of beneficiaries of WSLIC systems received access to piped water systems (68%). Non-piped systems were provided for 32% of beneficiaries. Provinces with higher proportions of beneficiaries served by piped systems included South Sulawesi (96%), East Java (91%) and West Java (72%).



Unit cost information: The average the cost per beneficiary was IDR 108,000. The range of average cost at the province level was Rp 82,000 – 277,000. The range of average cost at the district level is Rp 41,000 to 305,000.

WSLIC reported that “[t]here is a clear correlation between unit cost and village/system size” and that systems “with around 1000 beneficiaries per village in WSLIC-2 the unit costs are more than twice the average” (Ponsonby, 2012 per comm)

Timing of cost information and exchange rates used: WSLIC data covers the years 2003-2009. These figures were converted to 2007-2011 using the method described below.

Data Sources												
Exchange rates												
Source: World Bank												
http://data.worldbank.org/indicator/PA.NUS.FCRF												
Inflation rates												
Source: Bank Sentral Republik Indonesia												
http://www.bi.go.id/web/en/Moneter/Inflasi/Bank+Indonesia+dan+Inflasi/penetapan.htm												
Project cost information provided												
Per Beneficiary												
WSLIC-II		PAMSIMAS										
2003-07		2008-11										
108000 Rupiah		31 USD										
Adjusting WSLIC-II costs for inflation												
	Inflation rate		Exchange rates		WSLICII	COSTS ADJUSTED FOR INFLATION						
	2003	2003	2004	2004	2005	2005	2006	2006	2007	2007		
	Rupiah	USD	Rupiah	USD	Rupiah	USD	Rupiah	USD	Rupiah	USD		
	2003	5.06	1.0506	8,577.13	108,000							
	2004	6.4	1.064	8,938.85	113,465	108,000						
	2005	17.11	1.1711	9,704.74	120,727	114,912	108,000					
	2006	6.6	1.066	9,159.32	141,383	134,573		108,000				
	2007	6.59	1.0659	9,141.00	150,714	143,455	134,826	115,128	108,000			
For	2008	11.06	1.1106	9,698.96	160,646	\$17 152,909	\$16 143,711	\$15 122,715	\$13 115,117	\$12 108,000		
Comparison	2009	2.78	1.0278	10,389.94	178,414	\$17 169,821	\$16 159,606	\$15 136,287	\$13 127,849	\$12 113,465		
To	2010	6.96	1.0696	9,090.43	183,374	\$20 174,542	\$19 164,043	\$18 140,076	\$15 131,403	\$14 120,727		
PAMSIMAS	2011	3.79	1.0379	8,770.40	196,136	\$22 186,690	\$21 175,460	\$20 149,825	\$17 140,549	\$16 134,826		

Unit cost information provided:

Province/District	WS Beneficiaries			Total CAP Cost	Cost/ Beneficiary [1]	
	Piped	Non piped	Total	IDR	IDR	USD
South Sulawesi						
Bone	45,894	912	46,806	11,414,246,678	243,863	27.10
Enrekang	18,953	1,654	20,607	4,735,888,500	229,819	25.54
Jeneponto	29,967	1,546	31,513	4,638,800,016	147,203	16.36
	94,814	4,112	98,926	20,788,935,194	210,146	23.35
West Sulawesi						
Polman	94,912	59,523	154,435	20,448,993,072	132,412	14.71
Mamasa	18,409	10	18,419	5,620,730,308	305,159	33.91
	113,321	59,533	172,854	26,069,723,380	150,819	16.76
NTB						
Lombok Barat	71,275	159,088	230,363	18,892,137,100	82,010	9.11
Lombok Tengah	17,175	180,875	198,050	19,125,903,314	96,571	10.73

Lombok Timur	107,033	129,834	236,867	20,399,996,252	86,124	9.57
Sumbawa	140,551	23,628	164,179	21,378,680,503	130,216	14.47
Dompu	37,539	49,147	86,686	11,896,499,500	137,237	15.25
Bima	23,390	93,725	117,115	17,317,839,611	147,870	16.43
	396,963	636,297	1,033,260	109,011,056,280	105,502	11.72
EAST JAVA						
JATIM 1						
Pamekasan	63,883	0	63,883	13,426,061,496	210,166	23.35
Lamongan	202,700	5,335	208,035	18,406,569,112	88,478	9.83
Bojonegoro	66,208	10,896	77,104	13,840,000,000	179,498	19.94
Malang	284,536	0	284,536	16,010,000,000	56,267	6.25
Blitar	272,601	1,025	273,626	13,994,482,313	51,145	5.68
Kediri	67,966	21,953	89,919	12,595,889,680	140,080	15.56
Ponorogo	49,397	26,542	75,939	13,824,789,722	182,051	20.23
	1,007,291	65,751	1,073,042	102,097,792,323	95,148	10.57
JATIM 2						
Bondowoso	155,045	2,341	157,386	11,299,156,155	71,793	7.98
Lumajang	93,538	0	93,538	10,489,909,000	112,146	12.46
Jember	346,811	23,056	369,867	15,121,452,489	40,883	4.54
Mojokerto	107,027	10,415	117,442	12,799,315,158	108,984	12.11
Probolinggo	191,338	3,620	194,958	15,129,599,500	77,604	8.62
Sumenep	152,468	0	152,468	14,366,371,186	94,225	10.47
Sampang	101,204	101,606	202,810	12,391,040,836	61,097	6.79
	1,147,431	141,038	1,288,469	91,596,844,324	71,090	7.90
	2,154,722	206,789	2,361,511	193,694,636,647	82,021	9.11
SUMATRA SELATAN						
Lahat	30,222	39,434	69,656	13,453,719,313	193,145	21.46
Muara Enim	13,803	116,473	130,276	15,594,964,554	119,707	13.30
Banyuasin	0	44,583	44,583	7,386,825,475	165,687	18.41
Musi Banyuasin	14,232	125,172	139,404	14,964,425,050	107,346	11.93
	58,257	325,662	383,919	51,399,934,392	133,882	14.88
BANGKA BELITUNG						
Belitung	0	27,979	27,979	7,749,530,932	276,977	30.78
	0	27,979	27,979	7,749,530,932	276,977	30.78
SUMATRA BARAT						
Pesisir Selatan	36,828	56,556	93,384	16,740,548,150	179,266	19.92
Solok	38,772	23,535	62,307	15,234,191,742	244,502	27.17
Sawahlunt	32,436	66,909	99,345	19,310,719,243	194,380	21.60

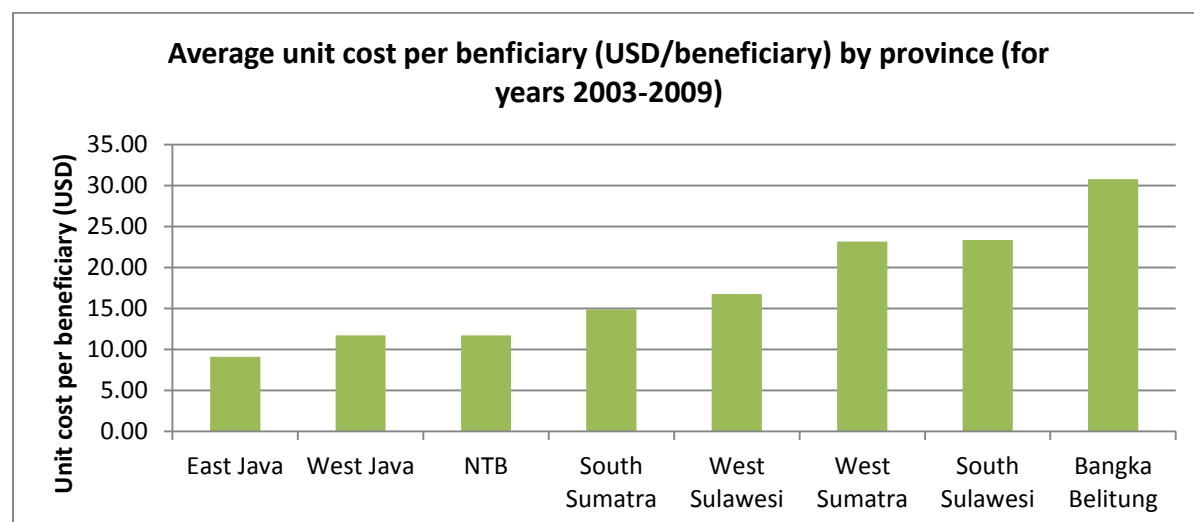
o Sijunjung						
Pasaman	61,751	9,722	71,473	16,738,857,863	234,198	26.02
	169,787	156,722	326,509	68,024,316,998	208,338	23.15
WEST JAVA						
Bogor	186,089	11,974	198,063	21,706,862,340	109,596	12.18
Ciamis	196,736	79,011	275,747	28,326,355,129	102,726	11.41
Cirebon	94,034	91,591	185,625	19,481,596,800	104,951	11.66
	476,859	182,576	659,435	69,514,814,269	105,416	11.71
SUMMARY						
West Sumatra	169,787	156,722	326,509	68,024,316,998	208,338	23.15
South Sumatra	58,257	325,662	383,919	51,399,934,392	133,882	14.88
Bangka Belitung	0	27,979	27,979	7,749,530,932	276,977	30.78
West Java	476,859	182,576	659,435	69,514,814,269	105,416	11.71
East Java	2,154,722	206,789	2,361,511	193,694,636,647	82,021	9.11
NTB	396,963	636,297	1,033,260	109,011,056,280	105,502	11.72
South Sulawesi	94,814	4,112	98,926	20,788,935,194	210,146	23.35
West Sulawesi	113,321	59,533	172,854	26,069,723,380	150,819	16.76
TOTAL PROJECT	3,464,723	1,599,670	5,064,393	546,252,948,092	107,861	11.98

Key:

	Data anomaly in Package F consolidation
	Not consistent with PMR data
	Low unit cost (<IDR 90,000/US\$ 10.00/beneficiary)
	High unit cost (>IDR 180,000/US\$ 20.00/beneficiary)

Exchange rate:

USD 1.00 = IDR 9,000
 Costs **include** a minimum 20% village contribution
 (4% cash, 16% in-kind)



PNPM

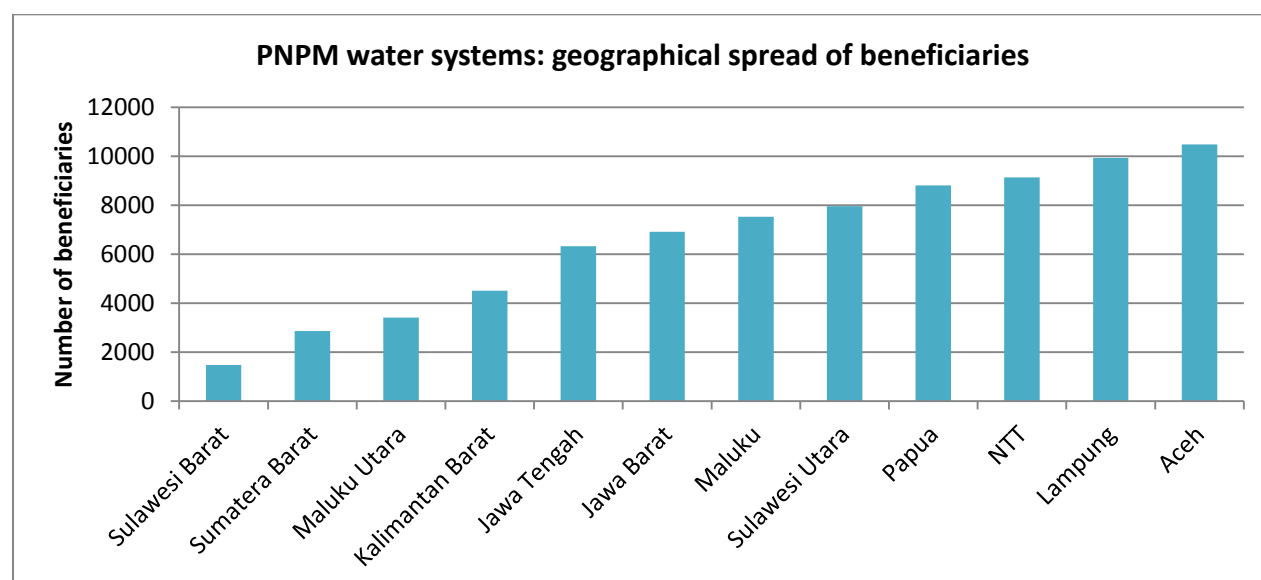
Program scale (water): PNPM has worked at large scale. See below for investments in water supply from 2007-2012.

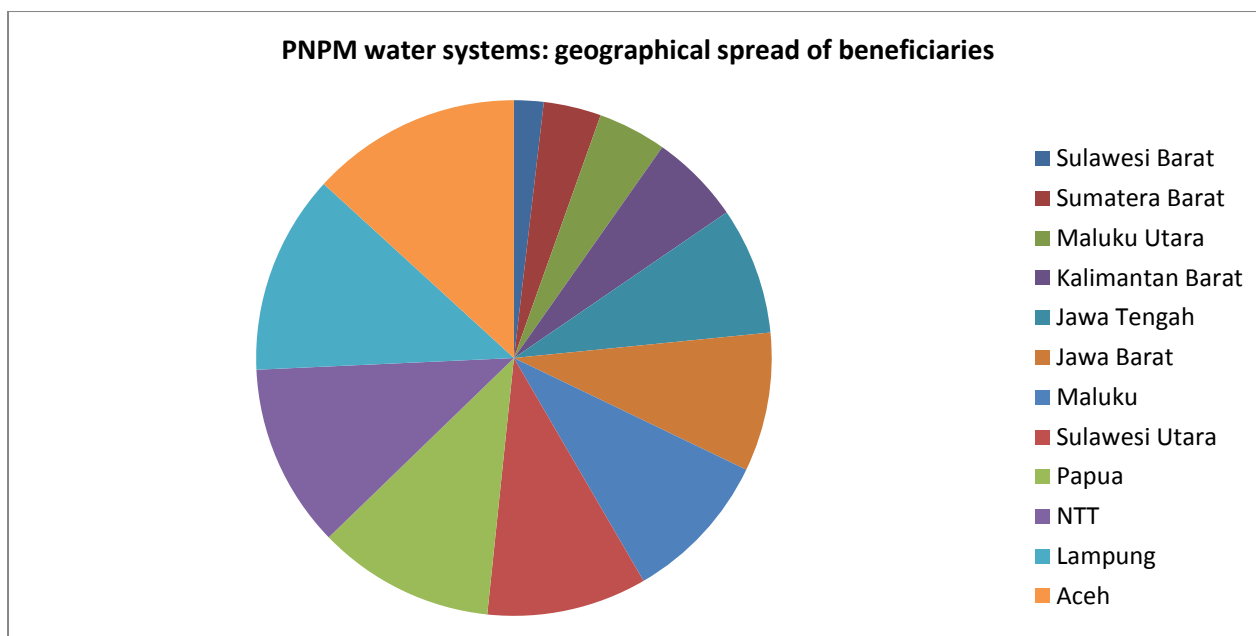
PNPM Community Village Grants for Clean Water 2007-12							
Year Budget	Community Grant Allocation			Community Grant for Water		% of Comm Grant	\$ of In-Kind
	Local Budget	National Budget	Total	Community Grant Fund	Community Cash/Funds		
	(IDR)	(IDR)	(IDR)	(IDR)	(IDR)		
2007	479,095,000,000	1,328,330,000,000	1,807,425,000,000	99,153,662,644	4,308,614,155	5.5%	0.2%
2008	895,493,750,000	2,985,350,000,000	3,880,843,750,000	196,759,930,991	7,737,487,880	5.1%	0.2%
2009	1,282,807,500,000	5,036,720,000,000	6,319,527,500,000	286,644,385,526	11,868,321,609	4.5%	0.2%
2010	1,778,087,500,000	6,428,850,000,000	8,206,937,500,000	359,991,716,813	11,293,413,452	4.4%	0.1%
2011	1,463,020,000,000	5,852,080,000,000	7,315,100,000,000	259,517,223,593	7,519,047,032	3.5%	0.1%
*) 2012	618,392,492,400	6,489,955,250,000	7,108,347,742,400	180,185,845,416	3,973,245,630	2.5%	0.1%

Types of costs included: Hardware only, does not include any technical assistance costs.

Scale of water systems: PNPM systems serve an average of 591 beneficiaries each (range from 210 beneficiaries per system in Papua to 1015 beneficiaries per system in NTT).

Geographical spread of beneficiaries: Areas with the largest number of beneficiaries (more than 8000) were Aceh, Lampung, NTT and Papua.





Types of systems: The main system types as reviewed across three provinces (Aceh, Lampung and Maluku) were gravity-fed systems from elevated local springs or small water courses (56% of systems) or drilled deep wells (40% of systems). Shallow wells accounted for 2% of systems, as did surface water pumping system.

The following description clarifies the variations in distribution systems: *“Reservoirs within villages can be of concrete, plastic or fiberglass. Sometimes these are elevated to provide adequate pressure to neighbourhoods. Smaller systems often feature simple tap stands at intervals within the village. Some networks provide connections to each house; others require higher payments for household connections as compared to tap stand use. Occasionally a well-run system will feature meters on household connections. Every design is different according to the requirements of the population, the topography of the site, and the skill sets of the designer and local facilitators.”* (PNPM report, Neill Neate, 2012)

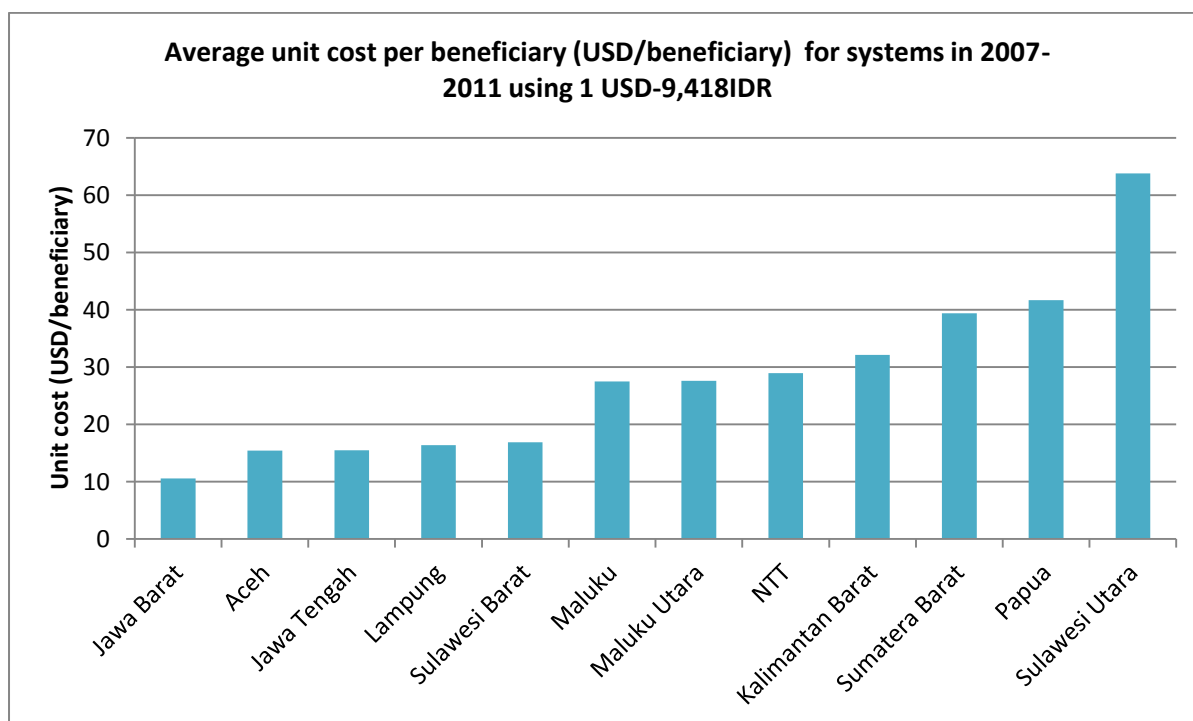
Timing of cost information and exchange rates used: PNPM data covers the years 2007-2011. Exchange rate 1USD = 9,418IDR (average exchange rate 2008-2011).

Unit cost information: The average unit cost per beneficiary is 30 USD/beneficiary, or 31 USD/beneficiary when 0.2% community contribution is included.

Cost information provided:

	Total Hous- hold s	Multi- plier Perso- ns/H H	Addi- tional Benef- iciaries	Total Benefic- ies	Total Sub- proje- cts	User/ sub- proje- ct	Total PNPM Budgets	Average PNPM Budget/Sub prjt	Average PNPM Budget/ User
Jawa Tengah	1034	3.55	2656	6327	8	791	978,923,700	122,370,000	154,729
Kalimantan Barat	627	4.11	1935	4512	9	501	1,449,458,245	161,050,000	321,247

Sulawesi Barat	333	4.3	38	1470	4	367	248,067,100	62,020,000	168,765
NTT	1721	4.58	1257	9139	9	1015	2,647,939,584	294,220,000	289,735
Sumatera Barat	435	4.14	1061	2862	6	477	1,128,247,000	188,040,000	394,230
Jawa Barat	955	3.48	3587	6910	7	987	730,647,300	104,380,000	105,732
Maluku Utara	648	4.74	338	3410	10	341	940,750,665	94,080,000	275,919
Maluku	1458	4.9	378	7522	10	752	2,069,069,400	206,910,000	275,062
Aceh	2389	4.14	585	10475	14	748	1,614,782,447	115,340,000	154,149
Lampung	1980	3.82	2367	9931	17	584	1,625,012,825	95,590,000	163,637
Sulawesi Utara	1856	3.82	871	7961	25	318	5,080,578,562	203,220,000	638,190
Papua	1673	4.22	1750	8810	42	210	3,673,942,050	87,470,000	417,017
							22,187,418,87		
Country				79329	161	591	8		279,689



Raw data on unit costs (USD/beneficiary) across different regions based on information above for each program.

	PNPM (2007-2011)	PAMSIMAS (2008-2011)	WSLICII (2003-2009)- not adjusted for inflation which could be a factor of up to ad additional 83%
Aceh	15		
Bangka Belitung			31
Banten		20	
Gorontalo		53	
Java (East)			9
Jawa Barat (west)	11	22	12
Jawa Tengah (central)	15	22	
Kalimantan Barat	32		
Kalimantan Sel		38	
Lampung	16		
Maluku	28	38	
Maluku Utara	28	76	
NTB			12
NTT	29	41	
Papua	42	138	
Riau		27	
Sulawesi Barat (west)	17	36	17
Sulawesi Selatan (south)		35	23
Sulawesi Tengah (central)		44	
Sulawesi Utara	64		
Sumatera Barat (west)	39	42	23
Sumatera Selatan (south)		35	15

APPENDIX F: PAMSIMAS SUSTAINABILITY ANALYSIS

If PAMSIMAS is to provide the platform for nationwide delivery of sustainable water and sanitation services, then progress across a range of areas is required and a broad number of factors need to be addressed. This Annex uses frameworks drawn from current WASH sector literature to consider both the contributions and gaps in PAMSIMAS approaches to securing sustainable services.

Water

For rural water services PAMSIMAS has a critical role to play in shifting the sector towards a strengthened focus on service delivery rather than just an ‘implementation’ focus (here denoted to mean design, construction and initial establishment of management). IRC’s Triple S project provides a framework of ‘building blocks’ within which to examine contributions and gaps of PAMSIMAS in supporting this shift (see XX).

Building blocks for sustainable service delivery	PAMSIMAS contributions and gaps regarding this building block
Professionalisation of community management: Community management entities supported to move away from voluntary arrangements towards more professional service provision that is embedded in local and national policy, legal, and regulatory frameworks.	<p>PAMSIMAS currently only supports initial establishment of community management committees that are entirely based on voluntary arrangements.</p> <p>Other programs (eg WSP and IndII) are looking to examine possibilities to professionalise community management, particularly in locations where household connections are dominant.</p>
Recognition and promotion of alternative service provider options: A range of management options beyond community management, such as self-supply and public-private partnerships, formally recognised in sector policy and supported.	<p>Current National Policy does not currently provide the option of other service provider options.</p>
Monitoring service delivery and sustainability: Monitoring systems track indicators of infrastructure functionality, service provider performance, and levels of service delivered against nationally agreed norms and standards.	<p>PAMSIMAS information system is collecting on-going functionality information for PAMSIMAS systems. This is an excellent step forward in offering capacity to see how systems are performing over time, analyse differences across different dimensions such as geography, system type etc.</p> <p>Functionality is currently defined in terms of how much of the physical system is functioning rather than an agreed level of service.</p>
Harmonisation and coordination: Improved harmonisation and coordination among donors and government, and alignment of all actors (both government and nongovernment) with national policies and systems.	<p>PAMSIMAS is GoI’s official channel for rural water system implementation and represents harmonisation of WB, AusAID and GoI support.</p> <p>However PAMSIMAS also uses a parallel implementation system (comprising project management units, consultants and facilitators) rather than direct implementation by local government. Whilst Department of Public Works is involved and implicated at local level, they are not responsible for implementation.</p>
Support to service providers: Structured system	<p>PAMSIMAS currently offers very small-scale support to</p>

of direct (post-construction) support provided to back up and monitor community management entities and other service providers.	<p>service providers (community management groups) through a 'sustainability' facilitator in each District where PAMSIMAS systems have been implemented.</p> <p>Beyond this there is no formal structured system of direct support. In provinces such as Semarang, consideration of 'water user associations' is underway, with the intention of forming such associations with a mandate to provide the required 'direct support'.</p>
Capacity support to service authorities: On-going capacity support provided to service authorities (typically local governments) to enable them to fulfil their role (planning, monitoring, regulation, etc.) in sustaining rural water services.	<p>PAMSIMAS has offered limited support to local governments to play their role as 'service authority'. There is not yet an understanding of what level of human or financial resources are needed</p>
Learning and adaptive management: Learning and knowledge management supported at national and decentralised levels to enable the sector to adapt based on experience.	<p>PAMSIMAS demonstrates a 'learning agenda' in some respects- for instance trialling district-wide monitoring (expanding beyond 'program' monitoring), trialling new approaches to 'direct support' to water management groups through water user associations.</p> <p>Learning and adaptive management are not specifically a component of the design (either within the program, or in terms of supporting learning and knowledge management more broadly within the sector).</p>
Asset management: Systematic planning, inventory updates, and financial forecasting for assets carried out, and asset ownership clearly defined.	<p>PAMSIMAS does not currently provide support to local government in the area of asset management.</p>
Regulation of rural services and service providers: Regulation of the service delivered and service provider performance through mechanisms appropriate for small rural operators.	<p>Monitoring of service delivery (by BP-SPAM) by service authorities (local government) is a first step towards regulating the rural sector. PAMSIMAS provides 'sustainability facilitators' responsible for such monitoring.</p>
Financing to cover all life-cycle costs: Financial frameworks account for all life-cycle costs, especially major capital maintenance, support to service authorities and service providers, monitoring and regulation.	<p>Financial planning is not based on actual predictions of needs, since very little data is available on actual costs for areas such as capital maintenance and for providing direct support to service providers (BP-SPAM). There is an assumption that user fees can cover all costs.</p>

Figure 13: Analysis of PAMSIMAS against building blocks to shift to a service delivery approach

Sanitation sector- sustainability factors

Progressing sustainable access to sanitation facilities involves mutually reinforcing work on the enabling environment (particularly local government capacity), demand-side factors and supply-side factors (WSP, 2012) (see Figure 1). Analysis is provided against key factors discussed in the current literature on sanitation approaches in Figure 15.

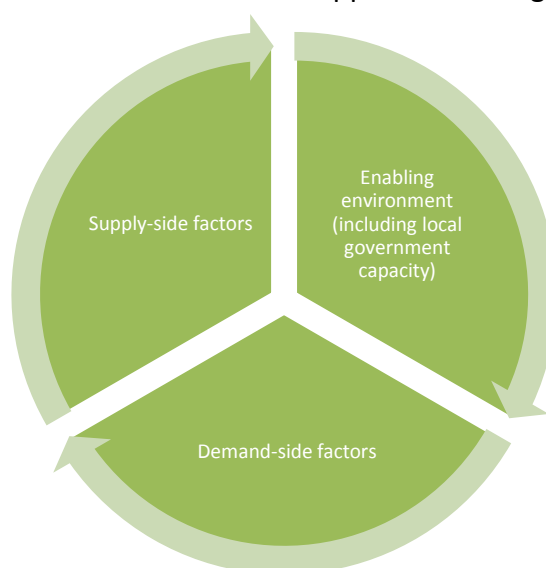


Figure 14: Mutually reinforcing factors in developing sustainable access to sanitation

Factors affecting sustainability		PAMSIMAS contributions and gaps regarding this factor
Overall enabling environment (factors drawn from WSP, 2012)	Policy, strategy and direction: existence of local shared vision, strategy among key stakeholders, political will, regulations or by laws	There is now a shared direction articulated in STBM, PAMSIMAS has shifted to support this direction. It should be clarified whether PAMSIMAS is supporting some or all pillars of STBM
	Institutional arrangements: understanding of roles, responsibilities and authorities and availability of resources to perform these roles; mechanisms for coordination between public, private and NGO sectors	MoH is given primary responsibility and PAMSIMAS is supporting this role
	Program methodology: Specified timing and sequence of activities comprising a programmatic approach	STBM has a specified order as a programmatic approach. PAMSIMAS needs to clarify the sequencing of sanitation and water activities in communities as this was variable in PAMSIMAS I
	Implementation capacity: Adequacy of human resources and skills and clarity on responsibilities to address capacity building needs	PAMSIMAS should consider its role in building capacity across MoH and how to offer best value (within and beyond program areas)
	Availability of products and services: availability of consumer responsive and affordable products; creation of enabling conditions for private sector market development	PAMSIMAS has started support in this area in Central Java, however significantly more effort is needed to understand this area, particularly for less dense, more remote areas of Indonesia
	Financing and incentives: Financing costs must cover social mobilisation, training,	PAMSIMAS should consider whether all of these costs and incentives have been properly

	salaries, transportation and development of behaviour change communication materials; mechanisms to support poorest members to afford sanitation facilities	considered for PAMSIMAS II
	Cost-effective implementation: Track unit costs of implementation to ensure cost-effective scale-up	PAMSIMAS faced significant issues in monitoring of access which affected ability to understand cost effectiveness of implementation
	Monitoring and evaluation: Monitoring should include analysis to determine strengths and weaknesses so programming can be adjusted; monitoring information should be channelled from community up through local/district level to national level	PAMSIMAS issues in monitoring did not allow support for feedback and learning on where facilitation quality was low/high and where to direct increased resources.
Enabling environment: Roles and functions of location governments (WSP, 2012)	<ol style="list-style-type: none"> 8. Strategy and planning: set objectives, targets, implementation arrangements etc. 9. Advocacy and promotion: with local political leaders to obtain budget allocations for STBM 10. Capacity building: requires annual budget allocation aligned with an implementation plan, knowledge of programmatic approach 11. Supervision: follow-up with service providers and trainers on performance, including follow-up after triggering, progress monitoring, reinforcing behaviour change 12. Monitoring and evaluation/reporting: Collection of information, verification procedures by skilled teams 13. Regulation: enforcement of standards for products from private sector; enforcing agreed fines for OD 14. Coordination: across departments and among district stakeholders 	<p>The following analysis is based only on one meeting with Semarang District MoH staff (review team did not meet MoH staff in Kupang)</p> <ol style="list-style-type: none"> 1. Planning was being undertaken, however not all planning was in line with STBM. Some planning of subsidy approach (allocation of budget for porcelain toilets, and public toilets) was discussed. These may be at cross-purposes with STBM 2. Insufficient information to comment 3. Insufficient information to comment 4. MoH staff “pukesmas” (or sanitarians) at subdistrict level are responsible for follow-up - these staff are also key to PAMSIMAS II proposed implementation approach 5. MoH staff “pukesmas” (or sanitarians) at subdistrict level are responsible for monitoring. PAMSIMAS to draw on their monitoring for the program MIS. 6. This area is not yet well-addressed 7. Insufficient information to comment
Supply-side: Local private sector (WSP, 2012)	<p>Maturity of market development:</p> <p>Availability of individual masons (ability to meet demand), availability of products at district level, existence of sanitation business development assistance, existence of private sector champions to lead business-to-business networking, existence of financing mechanisms for small-scale providers</p>	<p>This area does not appear to have been of sufficient focus in PAMSIMAS I and requires increased attention in PAMSIMAS II</p> <p>In Semarang efforts have been made to start a focus on products and their availability.</p> <p>In Kupang there was no discussion at all on the supply-side.</p>
Demand-side factors affecting sustainability:	<p>Facilitation process, quality and follow-up:</p> <p>Triggering message and emotive response; Level of follow-up and support; Concurrent sanitation marketing/ informed choice/technical advice; Use of incentives & rewards; Clear verification process; Competition between communities; Use of</p>	<p>The quality of the PAMSIMAS facilitation appeared to be highly variable. Field visits showed that communities were not able to recall the triggering event, hence calling into question its effectiveness to motivate people on an emotional level with ‘disgust’ which is the key motivator CLTS/STBM relies upon.</p>

media campaigns; Use of coercion; Inclusion/Exclusion of different groups within the community	<p>The verification and certification processes were confused and need to be re-clarified such that ODF status is only applied in the case that it has indeed been achieved.</p> <p>Inadequate attention to technical advice, use of incentives, concurrent markets, competition between communities</p>
Community level leadership: Role of village leaders, natural leaders, women, children; existence of sanitation committee; role of health extension workers; role of schools and health centres	<p>Community leaders appeared to have been given responsibility (visible in Oelpuah Village) however no visible efforts to establish natural leaders or sanitation committees locally responsible to continue motivating community members for behaviour change.</p> <p>Men were not sufficiently engaged in triggering processes (eg Oenanu Village) and this is problematic since they are generally the household decision makers. Women in Oenanu and Oelpuah noted that it was they who try to convince their husbands of the need for a toilet and struggle to convince their husbands to invest.</p>
Intrinsic motivators: disgust, status/pride, safety, comfort/convenience, health	<p>“Disgust” motivator of CLTS did not appear sufficiently activated.</p> <p>Women mentioned comfort and convenience as motivators.</p>
Technical factors: Local soil and ground conditions; Availability of water; Availability of materials; Maintenance-repairs and pit emptying; Availability of land; Prevalence of pit collapse	<p>Lack of information about technical factors supporting or impeding households in building their own latrines. PAMSIMAS II should examine this area in greater detail and ensure adequate technical support is provided to households</p>
Financial factors: Subsidies; Affordability; Availability of Credit	<p>Affordability was mentioned in Oelpuah and Oenanu. Currently PAMSIMAS has not developed an approach for ‘smart subsidies’ that might work together with private sector involvement. This area should be developed in PAMSIMAS II</p>
Socio-cultural/political factors: By-laws & Penalties; Local Politics; Village Demographics; Community Governance; New Households; Social Cohesion; Social, Religious & Cultural Norms; Issues of children’s faeces and women’s menstrual hygiene	<p>Insufficient information to comment on whether by-laws or other penalties were being used to enforce behaviour change. Issues of children’s faeces and menstrual hygiene do not yet appear to be being addressed.</p>
Product availability: Ability to access affordable, appropriate sanitation products -Viable market chain exists	<p>Access to products is currently low. Particularly dry latrine options which are essential in areas without sufficient water supply.</p>

Figure 15: Factors affecting sustainability in the sanitation sector

APPENDIX G: WASPOLA BACKGROUND INFORMATION

WASPOLA objectives as laid out in WASPOLA design document, 2008; p7

Components and outputs	Key Outputs
1. Policy Development Objective: To develop WSES policies in response to evolving political, economic, social and technological context and best practice.	1. Strengthened community-based WSES policy framework. 2. Strengthened institutionally-based WSES policy framework. 3. Strengthened water resource management policy framework relating to critical WSES issues. 4. Strengthened policy frameworks that enhance the strategic participation of women and the poor.
2. Policy Implementation Objective: To develop improved systems and procedures for implementation of WSES policies.	1. Strategic plans (RENSTRAs) and medium-term development plans (RPJM) that reflect national WSES policies at all administrative levels. 2. Implementation strategies to achieve GOI medium-term targets and MDGs for WSES. 3. Improved sector financing arrangements. 4. Effective systems and procedures for extension of national policies, strategies and action plans to provincial and district government. 5. Coordination of WSES and economic development/ poverty alleviation planning at provincial and district levels. 6. Mechanisms for participation of civil society, particularly women and the poor, in decision-making processes concerning WSES policy implementation.
3. Sector Management Objective: To strengthen sector management functions, with emphasis on coordination and communication, knowledge management, human resource development and M&E.	1. Strengthened coordination and communication among GOI agencies involved in the WSES sector. 2. Enhanced skills base of GOI to develop and implement WSES policy in a collaborative manner and in accordance with GOI's gender mainstreaming policy and guidelines. 3. Generation and distribution of relevant information to key stakeholders. 4. Improved coordination of donor activities in line with GOI policies. 5. M&E systems reporting progress against GOI medium-term targets, MDG goals for WSES, and other key performance indicators for the sector including gender equality.

Selection criteria for proposals as described in WASPOLA Project Operation Manual: p11

WASPOLA Facility List of Activities

	Policy / Program Development	Policy Implementation	Sector Management
Central Government Activity	Activities related to developing policy derivatives, regulation and implementation procedure of sustainable WSES development.	Activities related to development of guidelines for implementation of national policy in the WSES sector.	Activities related to optimization of synergy and coordination of WSES sector, capacity building as well as central government institution, learning transformation, M&E
Regional Government Activities	Activities related to product development and optimization of planning products/WSES policy synchronization at regional level.	Activities related to dissemination and adoption of national WSES national policy, operation of WSES strategic plan, provincial technical assistance to regional in adopting and implementing policies in bigger scale.	Activities related to optimization and capacity building of WSES institution at regional level, learning transformation, monitoring and evaluation of WSES development implementation.
Partner Activities	-	Activities related to innovation and - technical assistance in adopting policies and assistance through coordination with the government.	-