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# Republic of Indonesia

## Water Supply and Sanitation Policy Formulation and Action Planning (WASPOLA) Facility 2009–2014

Key Results, Impacts and Lessons Learned

May 2015

GWASE

EAST ASIA AND PACIFIC



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**Water Supply and Sanitation Policy Formulation  
and Action Planning (WASPOLA) Facility**

**2009–2014**

**Key Results, Impacts and Lessons Learned**

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Planning (WASPOLA) Facility  
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## ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AMPL	Water Supply and Environmental Sanitation ( <i>Air Minum dan Penyehatan Lingkungan</i> )
ASP	Annual Strategic Plan (used by WASPOLA Facility from 2009 to 2013)
AusAID	Australian Agency for International Development (now called DFAD)
BAPPENAS	National Planning Agency ( <i>Badan Perencanaan Nasional</i> )
BPS	National Statistics Agency ( <i>Badan Pusat Statistik</i> )
CWSHP	Community Water based Services and Health Program
DAK	Special Budget Allocations/Grant ( <i>Dana Alokasi Khusus</i> )
DFAT	Department of Foreign Affairs and Trade of the Government of Australia
DPRD	Provincial/District Legislative Assembly ( <i>Dewan Perwakilan Rakyat Daerah</i> )
FMU	Facility Management Unit (of WASPOLA)
GPU	Grant Processing Unit (of the WASPOLA Facility)
IndII	Indonesian Infrastructure Initiative (AusAID)
INPRES	Presidential Decree ( <i>Instruksi Presiden</i> )
ISSDP	Indonesia Sanitation Sector Development Program
LG	Local Government
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MIS	Management Information System
MoE	Ministry of Environment
MoF	Ministry of Finance
MoH	Ministry of Health
MoHA	Ministry of Home Affairs
MoI	Ministry of Industry
MPW	Ministry of Public Works
NAWASIS	National Water and Sanitation Information Services
NGO	Non-Government Organisation
PAMSIMAS	Third Water Supply and Sanitation for Low Income Communities Project ( <i>Penyediaan Air Minum Berbasis Masyarakat</i> )
PDAM	District Water Supply Company ( <i>Perusahaan Daerah Air Minum</i> )
PPSP	<i>Program Percepatan Sanitasi Permukiman</i>

RENSTRA	Strategic Plan ( <i>Rencana Strategis</i> )
RPAM	Water Safety Planning ( <i>Rencana Pengamanan Air Minum — RPAM</i> )
RPJMN (D)	Medium-term Development Plans ( <i>Rencana Pembangunan Jangka Menengah Nasional / Daerah</i> )
STBM	Community Led Total Sanitation ( <i>Sanitasi Total Berbasis Masyarakat</i> )
SUSENAS	National Socio-Economic Survey (prepared by BPS)
UNICEF	United Nations Children Fund
USDP	Urban Sanitation Development Program
WASAP	Water and Sanitation Action Program (Netherlands funded)
WASPOLA	Water and Sanitation Policy and Action Planning Project (Phase 1 & 2, 1998 – 2009, financed by AusAID)
WASPOLA Facility	Water Supply and Sanitation Policy Formulation and Action Planning Facility (Phase 3, 2009 – 2014, financed by AusAID/DFAT)
WHO	World Health Organisation
WSP	Water & Sanitation Program of the World Bank
WSS	Water Supply and Sanitation
WSS-WG	Water Supply and Sanitation Working Group ( <i>Kelompok Kerja Air Minum dan Penyehatan Lingkungan — Pokja AMPL</i> )

# 1 INTRODUCTION

## 1.1 Background

Since 1998 the Government of Indonesia, the Government of Australia and the World Bank's Water and Sanitation Program (WSP) have been working together to support policy reform in the water supply and sanitation (WSS) sector in Indonesia. This partnership was operationalized through the Water and Sanitation Policy Formulation and Action Planning (WASPOLA) project/facility, funded by Government of Australia (Department for Foreign Affairs and Trade — DFAT, formerly Australian Aid — AusAID) through trust funds managed by WSP and implemented by the Indonesian Government and WSP.

Important achievements of the earlier WASPOLA phases (Phase 1: 1999 to 2003, Phase 2: 2004 – 2009) included the development of a community-based WSS policy framework, endorsed by the Government in 2003 and piloted in 49 districts. An institutionally managed (urban) WSS policy framework was also developed but never formally adopted by the Government. Increased institutional capacity for sector coordination was also a significant outcome; the national level inter-agency WSS working group (WSS-WG, *Kelompok Kerja Air Minum dan Penyehatan Lingkungan — Pokja AMPL*) evolved to become a focal point for coordination in the WSS sector, and similar working groups were developed in selected local governments where the community based WSS policy was piloted.

To further consolidate these achievements, the Government of Australia decided to finance a third and final WASPOLA phase, employing a different implementation modality. Building on the recommendations of two separate studies<sup>1</sup>, and with the aim of increasing Government ownership and overall alignment to Indonesian government policies, strategies and systems, WASPOLA would be financed as a flexible technical support facility to provide support to all national WSS stakeholders to further develop and implement WSS policy initiatives. The initial design did not include support to local governments. The facility approach adopted a framework of core focus areas where

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<sup>1</sup> (1) AusAID, 2006, Scoping Study for Water Supply and Sanitation; (2) AusAID, 2006, Donor Harmonization in the Community-based Water Supply and Environmental Sanitation Sector.

funding could be applied, allowing the assistance to be used in as flexible a manner as possible, to “address emerging needs in a rapidly changing policy environment”<sup>2</sup>.

With the closure of the WASPOLA trust fund (at the end of 2014), the chairman of the WSS-WG requested WSP support in compiling relevant lessons learned during the WASPOLA Facility implementation and developing a strategy to integrate these lessons into government systems and processes.

## **1.2 Study objectives**

The main objective is to assess / evaluate the implementation of WASPOLA Facility activities from 2009 to 2014, to document lessons learned, and to determine which of these lessons are key to sustaining the services provided by the WASPOLA Facility within the government institutions once the facility has closed, including a roadmap or strategy on how this can best be done. Annex 1 presents the terms of reference for the assignment.

## **1.3 Methodology**

The agreed results framework<sup>3</sup> (logical framework) and performance indicators for the WASPOLA 2009 – 2014 phase establishes the benchmark for assessing results and impacts achieved. Achievements were assessed through a desk review of available progress reports, technical and review documents and publications (Annex 2), supplemented by interviews with key stakeholders and partners (Annex 3 for a list of persons met).

The lessons learned were identified based on two important information sources. The first was a series of interviews with key stakeholders at both the national and decentralized level, to develop an in-depth understanding of their perception of key impacts, challenges and relevant lessons. This included all of the key WSS-related technical ministries at the national level, representatives from the Third Water Supply and Sanitation for Low Income Countries Project (*Penyediaan Air Minum san Sanitasi Berbasis Masyarakat — PAMSIMAS*), as well as DFAT and some important non-governmental organization (NGO) actors such as Plan International,. Field visits included three local governments. In West Sumatera, a meeting with the provincial WSS-WG

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<sup>2</sup> Republic of Indonesia, 2008. Water and Sanitation Facility (The WASPOLA Facility), Program Design Document, Draft Final.

<sup>3</sup> The WASPOLA Phase 3 LFA was unchanged from the previous support phase.

brought together the main provincial technical departments as well as representatives from 12 cities and districts (kabupaten). In Central Java and West Nusa Tenggara, meetings were held with the provincial WSS-WG, complemented by visits to a district (Pekalongan and East Lombok) in each of these provinces. NGOs and other partners also participated in the West Nusa Tenggara provincial meetings (Islamic Relief and United Nations Children' s Fund [UNICEF]).

The second source of information was a workshop held in Jakarta December 8th and 9th 2014, bringing together many of the involved local governments to discuss the main lessons learned and the WASPOLA exit strategy. Thirty-one local government participants attended, representing nine provinces and 19 regencies and cities; national WSS stakeholders including government, NGOs and other development partners also participated. All participants had direct experience in working with the WSS-WGs, although not all had been recipients of WASPOLA support.

## **2 DESCRIPTION OF THE WASPOLA SUPPORT**

### **2.1 WASPOLA Phases 1 and 2**

The WASPOLA projects and facility have been under implementation continuously since 1998 (16 years); WASPOLA Phase 1, which commenced in June 1998, WASPOLA Phase 2, which was an extension of the initial phase and lasted from 2003 to 2009, and the final WASPOLA Facility phase, lasting from 2009 to 2014. The original end date was May 2013; this was extended to make use of unused recipient executed funds, to December 2014.

The initial support was provided during a turbulent period in Indonesia' s history. Although the WASPOLA support design began in 1997 prior to the end of the New Order Government, by the time implementation started, the political and institutional context had altered dramatically; the country had a new president, the old, centralized, top-down government system had literally disappeared overnight, and decentralization and regional autonomy were the new development paradigms.

Efforts to improve water and sanitation, pre-1998, had been characterized by large, highly centralized one-size-fits-all projects, designed with minimal local government or community input, resulting in insufficient ownership, little sense of responsibility for effective operation and maintenance, and low sustainability. The new, decentralized

Indonesia provided opportunities for reversing this trend, and the National Planning Agency (*Badan Perencanaan Nasional — BAPPENAS*), chairing a committee<sup>4</sup> including all of the key WSS implementing ministries to discuss the issue of poorly performing WSS projects, developed and agreed on 11 core principles to guide WSS sector development in the future.

Efforts began to develop two new policies for the sector. From 1999 to 2002, WASPOLA Phase 1 provided extensive support for the participatory development of a community-based water and sanitation policy (the *National Policy for Community Managed Water Supply and Environmental Sanitation Facilities and Services, officially adopted by the Government of Indonesia in 2003*). The second policy formulation process, aimed at WSS related institutions and regional / local water and wastewater / sewerage companies, proved less successful and although it was finalized in 2005, it was never formally approved and adopted. The lessons learned from this policy formulation process, however, were used to prepare new regulations on solid waste, and for Municipal Water Company (*Perusahaan Daerah Air Minum — PDAM*) reforms.

During the first phase, WASPOLA also initiated support on a demand driven basis to regions interested in improving their WSS services based on the core WSS principles and in anticipation of the new decentralization and autonomy law that would allocate responsibility for WSS services to local governments. Four provinces and districts (eight in total) established their own Water and Sanitation Technical Working Groups (WSS-WGs, *Kelompok Kerja Air Minum dan Penyehatan Lingkungan — Pokja AMPL*), a pre-condition to participate in the process. WASPOLA provided the needed technical support and capacity building in strategic planning, community empowerment, communication and advocacy, information and data management, and facilitation skills, and each participating district and province would develop its water and sanitation strategy (*Rencana Strategis Air Minum dan Penyehatan Lingkungan — RENSTRA AMPL*) for eventual implementation with their own budgets. By the end of WASPOLA Phase 1, considerable experience had been gained and lessons learned on how to best support local governments in delivering WSS services. At the national level, the ad-hoc WSS-WG was functioning well as a sector coordination mechanism, with key technical ministries such as Public Works, Home Affairs and Health actively involved. Budgets allocated for the operation of the WSS-WG was distributed to partner ministries<sup>5</sup> providing an incentive for their active participation.

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<sup>4</sup> This committee was eventually formalized and became the National WSS Working Group or Pokja AMPL.

<sup>5</sup> Ministry of Public Works (MPW), the Ministry of Health (MoH), Ministry of Home Affairs (MoHA), Ministry of Environment (MoE), Ministry of Finance (MoF), Ministry of Industry (MoI).

The second WASPOLA phase (2004 – 2009) was an extension of the first phase, and the key initial focus was on the finalization of the draft community based WSS policy and on scaling up support activities with LG, based on successful experiences during WASPOLA Phase 1. By the end of the second phase, nine provinces and 62 districts had been supported, and completed their RENSTRA AMPLs as stand-alone documents that could be included in the district five year development plans. As under Phase 1, technical support and capacity building was provided to all involved local governments and their WSS-WGs. The national WSS-WG continued to fulfil its role as sector coordinator, including for donor support, and the establishment of a WSS-WG secretariat and budget allowed for additional activities.

## **2.2 The WASPOLA Facility**

The third WASPOLA phase (the facility phase) adopted a revised implementation approach. While phases 1 and 2 had operated as a recipient-executed Trust Fund with WSP authorized by BAPPENAS to implement activities based on Bank-executed rules, the third phase was a combination of Bank-executed (two-thirds of the budget) and recipient-executed funds (the balance). The Bank-executed portion would operate as a facility, providing flexible support to emerging needs based on activity proposals under three pre-defined 'core focus areas' : (1) WSS policy development; (2) WSS policy implementation; (3) improved WSS sector management.

The expected benefit of the WASPOLA Facility stated that "a clearer policy environment and better sector management will greatly benefit on-going and planned government and donor programs in the sector and help achieve better streamlining and harmonization of sector activities towards achieving the WSS-related MDGs and beyond" .

The implementation strategy centred on ensuring strong government ownership, emphasizing the link between improved WSS services and economic growth, strengthening the link between policy and practical, on-the-ground experience (with case studies and pilot activities), linking with other programs to provide opportunities for scaling up, implementing activities in an open and transparent manner, full integration of gender issues into WSS policies, and participation of non-government actors.

The outcome indicators in the Project Design Document were defined around the functioning of the facility; it should: (1) build sector capacity; (2) respond in a flexible manner to needs; (3) develop synergies with other WSS programs; (4) emphasize

collaboration and partnerships with local governments and non-governmental organizations (NGOs); (5) emphasize demand responsive and participatory approaches; (6) provide balanced geographic support — with a priority on policy at the central level but supported by pilots in provinces and districts; (7) reflect changing political realities, and; (8) provide relevant, practical and sustainable solutions.

These three focus areas are described under the results sections below.

Overall program management was the responsibility of WSP, while BAPPENAS was the Executing Agency for the facility. The WSS-WG Echelon 2 technical team would function as the Facility Management Unit (FMU). The basic principle of the facility was that it would provide the Government with predictable longer-term financial resources (to complement their own) to implement needed activities in the WSS sector. The activity selection process is described in detail in the project design document, and includes the following steps:

- Preliminary identification of key policy issues requiring support;
- Preparation of annual strategic plans (ASPs) by the WGs (national and decentralized level) in close consultation with implementing agencies / partners and reflecting upcoming priorities;
- Preparation of proposals for submission to the FMU, following a standard format, during the course of the year, reflecting priority activities identified in the ASPs;
- Screening and approval of proposals by FMU based on screening guidelines (proposals over A\$ 100,000 will require steering committee approval);
- Procurement of resources (by FMU) for implementation by the agency requesting the activity;
- Implementation of approved activity;
- Monitoring of activity implementation applying pre-defined progress indicators.

The WASPOLA facility intervention logic with the main objectives, outputs, and performance indicators, is presented in Annex 4.

## **3 KEY RESULTS**

### **3.1 Water supply and sanitation policy development**

#### **3.1.1 Intervention logic**

Support to WSS policy development support focuses on further developing and strengthening WSS policies in response to the evolving political, economic, social and technical context, but with an aim to “establish a stronger link between the policy

development process and field experience” (WASPOLA Facility Project Design Document, 2008).

Anticipated outputs included strengthened community-based WSS and institutional-based WSS policies (the latter not yet existing), an improved water resources management policy framework, as well as a focus on strengthening policies related to the strategic participation of women and the poor.

The outcome indicators under policy development are:

- Contributing to the development and promulgation of WSS policies;
- Informing on evolving political, economic, social and technological context and best practice;
- Ensuring lessons learned are fed back into the decision-making process;
- Broadening stakeholder participation in policy development, including women and poor, and;
- Strengthening policy linkages with economic development/ poverty reduction.

Technical assistance was expected to include support to case studies, developing and drafting of legal documents related to new policies, and piloting the implementation of new WSS policies.

Expected outputs (these are the progress indicators but the output text is almost identical) included under this focus area are:

- Strengthening the community-based WSS policy framework, including appropriate guidelines and regulations;
- Strengthening the institutionally-based WSS policy framework, including appropriate guidelines and regulations;
- Strengthening the water resource management policy framework in relation to critical WSS issues;
- Further integrating the strategic participation of women and the poor in policy formulation.

### **3.1.2 Policy development results**

The WASPOLA Facility support to policy development has generated results in three key areas. These are described briefly below.

#### **Promoting WSS planning synergy**

A common complaint from local governments noted during this lessons learned process is that the WSS planning process requires the preparation of a large number of documents — the RENSTRA AMPLs, the City Sanitation Strategies (*Strategi Sanitasi Kota*

— *SSK*), the City Water Supply Strategies (*Strategi Air Minum*). This requires substantial resources, both human and financial, and with limited budgets, there is a strong argument for streamlining and/or simplifying this process.

As part of their mandate to support the National WSS-WG in improving integration and coordination (one of their mandates) with respect to policy development, and in response to the concerns of the local governments, in 2009 – 2010 the WASPOLA Facility began the process of coordination and synchronization with the Urban Sanitation Development Program (USDP), which supported the Indonesian Sanitation Acceleration Program (*Program Percepatan Sanitasi Permukiman – PPSP*) on a review of WSS documents (strategic plans and SSKs). The WASPOLA team supported the implementation of a WSS synergy workshop to discuss planning coordination in the sector, which included a planning document mapping to show the intersection between SSKs and WSS Strategic Plans (the RENSTRA AMPLs).

This planning synergy process continued with the piloting of approaches and methodologies for facilitating integrated WSS planning — Pare Pare city in South Sulawesi and Bangka district, Bangka–Belitung were selected based on commitment and demand.

The planning synergy efforts lead to the preparation of a “WSS sector policy planning and rationalization study” , based on the field trials in Bangka and Pare Pare. Further support was provided to Bangka and Pare Pare to prepare their District/City Water Strategies as a complement to the SSKs already supported by PPSP.

The final outcome of this planning synergy work was the compilation of a package of products for the WSS sector that included City Water Strategies, the City Sanitation Strategies, a WSS white paper, and the Strategic Policy Plans (the RENSTRAs). This final package was presented to the WSS-WG as an integrated WSS sector policy and planning framework for the local governments.

### **Water Safety Planning**

The Water Safety Planning concept was introduced by the World Health Organization in 2004 as a means of ensuring water safety, and it has been applied sporadically in Indonesia by some water service operators (the PDAMs) and community based operators. In 2011, the WASPOLA Facility began to support the preparation of the National Water Safety Plan — the early stages of this support included a consensus on the approach and a road map for its development.

By 2012, the focus of WASPOLA activities under policy development shifted almost fully to the water safety planning process. The WSS-WG reached an agreement on both the concept of the Water Safety Plans (*Rencana Pengamanan Air Minum — RPAM*) and the roadmap for its implementation, which included policy initiation, dissemination, adoption and implementation / action. Three pilot testing locations were selected: the Cikapundung River, Bandung, the PDAM in Bandarmasih, Banjarmasin, and the sub-district or kecamatan based PDAM in Bakam sub-district, Bangka.

In the case of Cikapundung, a roadmap was developed and agreed upon, a baseline survey was implemented, and water quality testing was undertaken with the results broadly disseminated in a workshop with the local water company PDAM — one of the more significant conclusions of this process was that the PDAM is losing up to 5% of average price of water as a result of pollution. As a follow up to these initial pilot activities, support was provided to developing a community water safety plan manual, and to the West Java WSS – WG to work with one community (RW08 Ciumbuleuit) on the Cikapundung River to prepare a community plan for preserving the river in their surrounding environment. In Bakam, a lessons learned report was prepared based on the pilot activities, highlighting the key features of the RPAM adoption process at local level.

The final outcome of the water safety planning support has been the development of a white paper as input to the 2015 – 2019 RPJMN. This consists of the background to the development of the RPAM concept in Indonesia, the result of the field trials, and recommendations for water safety planning. The RPJMN now includes reference to water safety, in the form of water safety principles.

#### **Increased participation of women in WSS policy and planning**

In line with the desired outcome of broadening the participation of women in the WSS policy and planning process, the current phase of WASPOLA support included a series of gender related activities.

These included a desk review on gender mainstreaming in RENSTRA documents, and a gender mainstreaming survey in 2010. The survey was followed by a national workshop on how to mainstream gender into all aspects of WSS sector planning and policy development, which led to the development of gender mainstreaming guidelines, and a proposal for the joint writing of a book. By end of 2014 the “Guidelines for Mainstreaming Gender into the WSS Sector” were finalized and disseminated to all WSS stakeholders through various means (workshops, special publications and existing journals and gender focused groups). In interviews, it was stated that stakeholders still have these guidelines at their disposal. However it was not possible to track their influence on project design and implementation as no systematic monitoring is in place.

In order to achieve the desired [gender] outcome, WASPOLA first conducted a review and a survey of gender in policies and documents (RENSTRA, etc). A national workshop brought all sector stakeholders together, leading to draft guidelines on how to mainstream gender into the WSS policy development process. These guidelines were subsequently disseminated to key ministries / partners / stakeholders / subnational governments etc. through various means, such as workshops, special publications and existing journals and gender focused groups.

## **3.2 Water supply and sanitation policy implementation**

### **3.2.1 Intervention logic**

Policy implementation objectives focused on improving systems and procedures for the more effective implementation of WSS policies, with an emphasis on developing suitable 'models' for WSS policy implementation rather than scaling up — the latter would require substantially more resources than were available under the facility framework.

Anticipated outputs included, among others, support to the strategic planning process at local government level, improved national implementation strategies to achieve GoI medium-term and Millennium Development Goal (MDG) targets, support to policy, strategy and action plan decentralization (to provinces and districts, improved coordination improved civil society participation in the WSS policy implementation process.

The outcome indicators under policy implementation are:

- Contributing to the development and execution of improved systems and procedures for implementation of WSS policies;
- Leveraging other government initiatives;
- Leveraging other donor contributions and experiences;
- Ensuring replication potential is being optimized;
- Ensuring lessons learned are fed back into the decision-making process;
- Building linkages with civil society and private providers, and;
- Enabling adequate reporting on WSS at all levels.

Technical assistance included studies, pilot implementation of planning and /or improved financing mechanisms, and building operational capacity for WSS policy implementation.

Expected outputs included:

- Strategic plans and medium-term development plans (*Rencana Pembangunan Jangka Menengah — RPJM*) reflect national WSS policies at all levels.
- National implementation strategies to achieve government medium-term targets and MDGs for WSS.
- Improved sector financing arrangements.
- Effective systems and procedures for extension of national policies, strategies and action plans to provincial and district government (Pokjas at local government level).
- Coordination of WSS and economic development/ poverty alleviation planning at provincial and district levels.
- Mechanisms for participation of civil society, particularly women and the poor, in decision-making processes concerning WSS policy implementation.

### 3.2.2 Policy implementation results

The WASPOLA Facility support to policy implementation has generated results in nine areas, as described below.

#### **Effectively synchronizing and incorporating WSS objectives into national development planning**

One of the first activities supported by the new WASPOLA Facility (in 2009 – 2010) was the development of a WSS sector road map; prepared through a process of integrating RPJMN targets into the road map, and merging it with the Millennium Development Goals (MDG) Action Plan. The intention was that this would be issued as a Presidential Instruction (*Instruksi Presiden — INPRES*) to provide guidance to local governments on meetings MDG target 7 under a set of officially sanctioned guidelines — the “MDG Road Map and Action Planning Guidelines” . Although the INPRES was prepared, it was never signed — it was deemed to be too late in the five-year development planning period.

Subsequent efforts (2013) focused on supporting the integration of WSS objectives into the new RPJMN 2015 – 2019. In line with the WASPOLA higher aim of “establishing a stronger link between the policy development process and field experience” , the WASPOLA team provided support to the National WSS – WG through the facilitation of a series of workshops on the drafting the WSS objectives for the new RPJMN. Four provinces (West, Central and East Java, and West Nusa Tenggara) participated and provided inputs on priorities for the new plan. A number of common concerns and priorities emerged from these workshops, including, among others:

- Continued strong support from the national level on policy development and implementation, and in particular, support for developing local policies, related to WSS sector themes (drinking water, sanitation, wastewater, and drainage);

- Emphasis on the WGs as the main coordination and oversight body for the sector, including all aspects (also Monitoring and Evaluation — M&E);
- Integrated data and information gathering systems for the WSS sector — currently, a lot of the available WSS data is project-based;
- Increased availability of information on technologies for the WSS sector;
- Effective implementation of existing regulations relating to environment and protection of water quality;
- Continued and increased capacity building at all levels in the WSS sector, and in particular at the local level;
- Increased involvement of the private sector and Corporate Social Responsibility initiatives.

### **Incorporating WSS objectives into the medium-term development planning process at the local government level**

Ensuring that the five-year medium term development plans (*Rencana Perencanaan Jangka Menengah Daerah — RPJMDs*) at local level, just as at the national level, include clearly defined WSS objectives is an important first step in decentralized WSS policy implementation. During the period from 2009 up to 2011, the WASPOLA Facility coordinated support to up to 25 provincial working groups and 200 district working groups in preparing their WSS strategic plans and incorporating the objectives of these into the RPJMDs. This was accomplished via direct support to provincial and/or local governments or through partnerships with other programs. Support was also provided to PAMSIMAS to develop action plans for achieving MDG target 7 in all PAMSIMAS locations.

This process of assisting in the integration of WSS objectives into local level plans continued throughout the whole period of the WASPOLA Facility and was a ‘backbone’ with respect to policy implementation. By the end of the WASPOLA Facility support, RPJMDs in 33 provinces and 100+ districts had been updated.

### **Assessment and capacity strengthening of existing provincial WSS-WGs**

At the decentralized level, the provincial working groups potentially play a crucial role in ensuring that policy directives and implementation guidance is effectively translated from the national level to the LGs. Assessment of existing provincial working groups, with a focus on increasing their effectiveness and role in program management, was an important additional WASPOLA activity under the ‘policy implementation’ focus area. Support included technical assistance on needs identification and thematic training on specific priority areas identified by the working groups. Between 2009 and 2011, assessments were completed on eight provincial working groups (West Sumatra, Bangka-Belitung, Banten, Central Java, West and East Nusa Tenggara, South Sulawesi, and Gorontalo), and completed in 2011.

Although each local WG was different and had varying needs and priorities depending on the nature of the WSS issues they face, they did have many problems in common, as evidenced in the common concerns highlighted by the four provinces who participated in the national planning exercise (see section 3.2.2, first paragraph). To maximize the potential for 'horizontal' learning between the working groups, WASPOLA supported the development of a WSS-WG directory providing information on the 31 (existing at that time) provincial level WGs. An information mapping exercise was applied to collect information on the WGs, and in the latter part of 2012, the Directory was finalized with the aim to further facilitate information sharing and exchange between the existing working groups, and encourage the establishment of new ones.

#### **Capacity building in management and coordination for provincial WGs / facilitation for local governments WSS projects**

WSS policy implementation support was provided to regional governments working groups on a broad range of themes. This included capacity building, general policy implementation and other services in line with the mandate of the WASPOLA Facility and the priorities of the National WSS -WG. This included support to the development and establishment of working groups (in Gorontalo, Central Sulawesi, West Sulawesi, East Nusa Tenggara, Riau), strategic planning support to the West Sumatra WG (to develop the strategic plan) and to Banten (to review the plan), and service delivery assessment (also to West Sumatra). A horizontal learning exercise was implemented between Banten and Nanggroe Aceh Darussalam, and the campaign to prevent open defecation in West Nusa Tenggara roadmap was supported. Sikka district, East Nusa Tenggara received support for the development of its draft WSS ordinance (in coordination with the local parliament and the National WSS-WG), Sijunjung West Sumara received support for data management, and monitoring of WSS development was undertaken in Sidoarjo and Pasuruan, East Java, and Sumedang, West Java, and WSS implementation in Bima, West Nusa Tenggara.

#### **Support to the establishment of provincial WGs with other partners**

WASPOLA also supported the national target that all provinces should have WSS-WGs by 2013. Activities focused on preparing the provinces for establishing the WGs by provision of facilitation, and working closely with all WSS partners such as USDP/PPSP, Community-based Water Services and Health Project (CWSHP, an ADB grant / loan project), PAMSIMAS, UNICEF, and STBM.

In provinces where CWSHP was active, WASPOLA Facility provided support to establish the provincial WGs and increase awareness on the community based WSS policy.

### **Support to mainstreaming of community based WSES principles in partner projects**

Another important element of WASPOLA support was helping to mainstream the basic principles of the community based WSS policy into partner project activities — such activities were implemented with UNICEF in six provinces and 25 districts in eastern Indonesia and eight districts in Aceh and included on-demand facilitation related to this and to proposal preparation.

Working with PAMSIMAS, WASPOLA Facility helped to develop a project sustainability strategy, including in adopting community based WSS development approaches. The technical assistance provided by WASPOLA had two objectives: (1) to support the development of a strategy for completing the program, and; (2) to support to develop a project with a particular focus on mainstreaming and adopting community based WSS development approaches. As a result of this support, CLTS was adopted as the implementation approach for PAMSIMAS (in 2010). Facility

### **Support to strategic planning in partner projects**

In the provinces of eastern Indonesia where UNICEF supports water and sanitation activities, the WASPOLA team supported a review of WSS strategic plans in 18 districts and in Aceh, support was provided to the development and finalization of the WSS strategic plan. By the end of the WASPOLA Facility in 2014, there was a total of 33 provincial WSS-WGs established (there are 34 provinces in total).

### **Support to local NGOs and universities in adopting WSS policy**

To ensure increased synergy in WSS policy implementation, it is important to broaden the range of stakeholders adopting and transferring the principles of effective WSS program implementation. This includes NGOs and universities — the NGOs are designated as partners with the National WG in promoting sustainable WSS development. WASPOLA provided technical assistance in relation to promoting this policy of NGO/university involvement.

More specifically, the Facility worked with Plan International, Mercy Corps, and Air Kita Foundation. With Mercy Corps, the Facility implemented consultation on community based SANIMAS program, facilitated visits on best practice in community-based sanitation in Malang and Sidoarjo, East Java as well as implementing activities in West Jakarta and Bekasi. With PI, specific activities included a workshop with the local WSS-WG and strategic planning in Kabupaten Timor Tengah Utara, East Nusa Tenggara province.

In practice the idea of using NGOs and universities met with variable success— local governments visited indicated that they did not regularly use NGOs or universities to provide support, although there are a number of examples where NGOs have been

providing support to the WGs; in Palu, one of the trained NGOs helped to facilitate the establishment of WSS-WG, while Plan International and Mercy Corps provided support in Central Java and Simavi did the same in West Nusa Tenggara.

### **Support to WSS-WG technical ministries to implement the WSS agenda**

To improve national WSS implementation strategies and optimize WSS sector coordination, WASPOLA provided regular support to national technical ministries. There was a strong focus on workshop design and facilitation (2009–2010) including the provision of capable facilitators.

Activities over the five years of implementation covered a range of themes / topics. Among these, WASPOLA facilitated and/or contributed to reviews (of WSS policies and implementation in the PNPM program); evaluations (of the WSS program with BAPPENAS, on community based WSS development with PAMSIMAS (PU); strategic plan formulation (with PAMISMAS project areas in collaboration with MoHA), and on policy implementation (in a workshop on the policy implementation process, also with MoHA).

They also provided support on community empowerment and communication strategies (to MPW — TFL SANIMAS); on RPJMN implementation with a WSS focus (for Riau Islands in collaboration with the National WSS-WG), and on national Service Delivery Assessment.

Another important support area was in disseminating facilitation skills through the Training of Trainers (TOT) approach; topics included community based total sanitation with DepKes, and facilitation methods for the CLTS program. Media handling and communications training support was provided to the National WSS-WG, STBM training and domestic wastewater treatment — a broad range of topics was covered.

In the latter years of the WASPOLA Facility there was a higher level of national support than in previous years; this included consolidation of the water safety planning process (see also under policy development), general facilitation support to the National WSS-WG on implementation of the PPSP, PAMSIMAS and STBM programs, facilitation of a joint work planning process for WASPOLA Facility and the National WSS-WG, facilitation and knowledge management training for the National WSS-WG and secretariat. In 2013 a major activity was the support to the National WSS Conference with a particular focus on water safety planning.

### **3.3 Improved sector management**

#### **3.3.1 Intervention logic**

Sector management objectives focused on strengthening sector management functions, including coordination and communication, knowledge management, human resource development, and monitoring and evaluation.

Anticipated outputs included better coordination and communication among WSS stakeholders, increased GoI capacity and skills to develop and implement WSS policy, disseminated knowledge and training materials, and a functional M&E system able to report against government medium-term and MDG targets.

The outcome indicators under sector management are:

- Promoting better coordination among stakeholders;
- Supporting knowledge management;
- Encouraging human resource development, and;
- Developing better M&E approaches and systems.

The technical assistance encompassed support to improve government capacity to manage the WSS sector, including the refinement of mechanisms needed for policy development and implementation, and the government capacity to guide the development of the sector. The idea was not broad scale capacity development at all levels but rather the development of working models for improving capacity. This included, for example, the development of a cadre of national and provincial trainers, case studies on lessons learned at various levels, support to sector M&E capacity, and the packaging and dissemination of sector relevant information for easy accessibility and use by stakeholders.

Expected outputs included:

- Strengthened coordination among government agencies involved in the WSS sector;
- Enhanced skills base of government to develop and implement WSS policy in a collaborative manner and in accordance with the WSS gender mainstreaming policy and guidelines;
- Generation and distribution of relevant information to key stakeholders;
- Improved coordination of donor activities in line with government policies;
- M&E systems reporting progress against government medium-term targets, MDG goals for WSS, and other key performance indicators for the sector including gender equality.

### 3.3.2 Improved sector management results

The WASPOLA Facility support to sector management has generated results in three key areas, as described below.

#### **Assessing capacity in the sector**

As part of the overall assessment of available capacity in the sector and in particular in the sanitation sector (linked to the launching of the PPSP program), the WASPOLA Facility financed a sanitation capacity study, which led to the publication of the Sanitation Training and Capacity Study, and an overall Capacity Development Strategy for the sanitation sector in 2012. The main findings of this study were:

- There is a major gap between the demand and supply for skilled facilitators in the sector<sup>6</sup>, in particular related to communal systems and community led total sanitation (STBM);
- This is complemented by a medium term shortage of personnel to operate and maintain sanitation facilities across the country;
- Environmental engineering is not viewed as an attractive career option at universities, and the number of students is low relative to intake capacity;
- The image of the sector is out dated and urgently needs to be made more appealing and responsive to current career aspirations.

The study proposed a vision of ensuring an adequate cadre of competent individuals in the sector through four key strategies, focused on:

1. Improving the appeal of sanitation jobs;
2. Institutionalizing competence advancement schemes;
3. Revitalizing competence development schemes;
4. Stimulating knowledge exchange among stakeholders.

#### **Improving the skills of regional and local WSS facilitators**

An important aspect of improved sector management lies in having a sufficient cadre of skilled facilitators that can be drawn on. These facilitators need to be well versed in the basic principles of WSS sector issues and management, and able to provide much needed support to LGs and other implementing partners, especially during the initial phases of WSS policy implementation — the lack of sufficient facilitation capacity was highlighted in the “Capacity Development Strategy” mentioned above.

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<sup>6</sup> The Sanitation Training and Capacity Study (WASPOLA 2012) showed that in the short- and medium term, demand for facilitators in the sector would total approximately 20,000 persons, while expected availability is projected at approximately 11,000 persons.

The WASPOLA Facility provided training to local facilitators who could become partners to the LG WSS-WG in improving performance on WSS development. Over the implementation period, 120 new facilitators were targeted in three regions, western, central and eastern Indonesia, and included universities, NGOs, provincial WGs and other relevant stakeholders. The basic idea was to strengthen the capacity of partners to support the WSS-WGs and to provide a critical mass of skilled facilitators (172 participated in total in 2010). One of the main challenges is of course to keep this network active once it has been established, and this was perhaps less successful.

### **Consolidation of the National WSS Information Centre**

One of the main activities linked to improving sector management has been the establishment, evolution and consolidation of a national WSS information centre. The WSS information centre was originally established in 2006 with support from PLAN Indonesia as the National Water, Sanitation and Environmental Health Information Center (*Pusat Informasi Nasional Air Minum dan Penyehatan Lingkungan — PIN AMPL*). In 2010 it was renamed to the National WSS Advocacy and Information Centre (PAIN — *Pusat Advokasi dan Informasi Nasional*). The original centre was designed through of process of engaging key stakeholders with the aim to develop a WSS knowledge management centre that would also include a well-integrated information management system. In 2011 the centre was redesigned and renamed to become the National Water and Sanitation Information Services (NAWASIS). Currently, the Indonesian government views NAWASIS as the best option for taking on the role of the WASPOLA Facility in providing continued support to local governments.

The current NAWASIS Centre focus areas are: (1) data and information; (2) capacity building, and; (3) advocacy and communication. The first area includes sector monitoring as well as a variety of information services that are of importance to the sector, such as the WSS information bulletin *PERCIK*, *PERCIK Junior* (for grade school children), a newsletter, a digital library, and a water and sanitation internet portal. A division within the structure of the WSS-WG Secretariat manages NAWASIS. WASPOLA capacity building activities have already been discussed in preceding sections; achievements under the remaining two NAWASIS focus areas are described below.

#### *Advocacy and communication focus area*

Under the advocacy and communication theme, the WASPOLA support to NAWASIS encompassed the formulation of training modules on communication and advocacy, facilitation of the AMPL award event, support to partnerships through the WSS network (jejaring AMPL) and updating and publishing new information and knowledge products. Training was implemented on communication and advocacy in cooperation with the PPSP program. Partnership support included support to the Jakarta Water Forum, which addresses issues of water in the capital city, facilitation of a workshop on the issue of raw

water sustainability<sup>7</sup>, and the preparation of a roadmap to meet the objectives of the forum.

An important outcome of potential use for horizontal learning has been a WSS lessons learned document based on the experiences of the 2011 WSS award winner<sup>8</sup>. This small booklet outlines the main characteristics of the ‘champions’ who won the awards, and highlights many issues of relevance to improved sector management, such as how to create a better enabling environment for implementing WSS objectives, what are the ‘indicators of success’ for the winning districts, etc. Another important NAWASIS communication and advocacy activity has been the facilitation of the WSS awards at the National WSS Conference. The WASPOLA Facility produced a Media Communications Strategy on WSS Advocacy, and the centre also developed “Guidelines for Applying Horizontal Learning in the WSS Sector” .

#### Data and information focus area

While there are many issues that need to be addressed to facilitate achievement of the new universal access targets, one key challenge continues to be the lack of reliable, accurate and timely data and information on WSS services<sup>9</sup>. In 2010, under the Netherlands-funded Water and Sanitation Action Program (WASAP)<sup>10</sup>, the Government took initial steps towards the establishment of an institutionalized and funded framework for a national water supply and sanitation (WSS) monitoring system, including developing key performance indicators and a management information system (MIS) at national level to guide sector policy making for the achievement of national development goals<sup>11</sup>. The WASAP activities ended in 2012 and the task of further developing and consolidating WSS sector data and information management was transferred to the NAWASIS Centre. Before WASAP terminated, the NAWASIS team

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<sup>7</sup> Including raw water supply from the Jatiluhur dam, non-revenue water issues, and water safety planning.

<sup>8</sup> Belajar dari Champions: Kiat Sukses Membangun Air Minum dan Sanitasi, Pokja AMPL Nasional.

<sup>9</sup> Poor data makes detailed planning difficult, and means that even if funds are available, they may not be used effectively. The numerous project and program specific databases and management information systems (MIS) add to this problem — indicator definitions are not coordinated and/or jointly agreed on, baseline data standards are not set or clearly defined, and sharing of information is the exception rather than the norm. Often, the data provided by the local governments (LG) is not what is needed at the national level, or vice versa, and although the NSA does provide WSS data, this can only be used for some of the WSS sector indicators, and is not useful for detailed LG WSS planning.

<sup>10</sup> WASAP E was one of nine sub programs under WASAP, a trust fund held by the World Bank (WB) Indonesia and which includes both bank-executed (BE) and recipient-executed (RE) programs; WASAP-E was one of the latter.

<sup>11</sup> The achievements of WASAP-E are detailed in the WASAP Final Report, 2013.

coordinated with WASAP on the draft WSS sector monitoring system, incorporating the USDP and WASAP monitoring systems into NAWASIS.

In 2012, [www.nawasis.info](http://www.nawasis.info) was developed, which houses the M&E system and is the official site for integrated WSS sector monitoring<sup>12</sup>. From 2013 onwards, technical assistance was provided to the NAWASIS centre<sup>13</sup> to achieve four key outcomes related to improved information for policy and strategy, increased client capacity and knowledge, and the promotion of innovative approaches and solutions (for WSS data and information management). As part of this TA, further modules were developed and integrated into [www.nawasis.info](http://www.nawasis.info). One example is a decision support module that can be used as an evidence-based tool for policy development — this module was developed based on field trials in five districts / cities with close coordination with the WSS-WGs in selected LGs to ensure their input in the final product.

WASPOLA also provided advocacy and support for regional and local government WSS data management. This is becoming a high priority for regional government and the NAWASIS team provided support to a number of regional governments to do this, including Central, East and West Java, West Sumatra and West Nusa Tenggara. They facilitated horizontal learning events where interested regions could unite to discuss data issues (up to 30 districts / cities participated in these events). An important final result with respect to data management was the development of “Guidelines for WSS Data Management for Local Governments” . The specific experience of data management and information processing trials in Bangka were consolidated into a lessons learned report — “Lessons learned Uji Coba Pengelolaan Data AMPL Kabupaten Bangka” .

The data management pilot activities supported by NAWASIS highlighted a series of conclusions and issues / challenges that are extremely relevant to data and information management in the WSS sector. The final NAWASIS TA report provides detailed information on all of the activities implemented; the main conclusions with respect to local government WSS data management include:

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<sup>12</sup> Following the combination of the USDP and WASAP-E systems, a simplified user interface was developed, and a DAK allocation module was developed to assist in determining DAK allocations as an incentive for regional governments to submit data to NAWASIS.

<sup>13</sup> Technical Assistance P133658 ‘Strengthening the Indonesia National Water and Sanitation Information Services Center (NAWASIS) for Improved Planning’ .

1. The experience of Bangka district confirms that local governments are willing and able to implement WSS data management using existing resources. In 2013, using a horizontal learning approach, Bangka district inspired other districts<sup>14</sup> to adopt household-based WSS data management, and these experiences have led to an increased demand for WSS sector monitoring<sup>15</sup>.
2. Districts/municipalities are willing and able to allocate a portion of their regional budgets to fund household based WSS access surveys. A key factor in this achievement is that the selection of pilot locations should be demand based. Through a series of activities, the NAWASIS team identified regions that are interested in improving WSS data management.
3. Concerns about "conflict" with the regional statistics agencies with regard to data collection activities (using a census) by the regional WSS working groups, were not sustained (there was in fact very little resistance). Involving the statistics agency in the preliminary phase was a crucial factor. All stakeholders – the WSS working group and statistics agency – were aware that although the Statistics Agency had agreed to be the point of reference for matters of a macro nature, it cannot be the basis for WSS development program and activity planning in detail (micro level).
4. Involving local data actors to ensure the continuity of the data management process is crucial: (1) integrated health post (*posyandu*) volunteers are trained as village enumerators, (2) midwives and sanitarians are data collection supervisors, (3) village/ subdistrict heads play a role in supervision of the entire process, including in overall data consolidation and management, (4) WSS working groups had the role of supervisor the whole process.
5. Based on the experiences of Sijunjung, Pasaman and Pariaman districts, the household based WSS data management could be extended to other districts and in 2015 will be extended to four other districts/municipalities.

In the last two years, significant effort under the WSS-WG secretariat has gone into developing and consolidating the NAWASIS centre, as this had been identified as the exit strategy for the WASPOLA Facility, the idea being that NAWASIS would take over many of the tasks that were currently being implemented by the facility. One of the final WASPOLA outputs with respect to NAWASIS was the National Water and Sanitation Information Service NAWASIS Centre Concept Paper and five-year business plan. The role of NAWASIS as the exit strategy for the WASPOLA Facility, and how the lessons identified in this report can help to guide that process, is further elaborated in section 6.

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<sup>14</sup> Sumedang, Pariaman, Pasaman and Sijunjung

<sup>15</sup> The Chairman of the National Pokja has received requested for WSS monitoring support from eight additional districts.

### 3.4 Program management — WASPOLA as a facility

Establishing the WASPOLA Facility with Bank-executed funds was challenging, as it represented a substantial shift from the previous WASPOLA phases. From 2010 (when the WASPOLA Facility became operational) the first annual strategic plan (ASP) was prepared in close consultation with the National WSS-WG, including a preliminary list of proposed activities for facility financing— the idea of the ASP came from BAPPENAS, who wanted to ensure that the WASPOLA Facility support maintained a strategic focus. In its first year, 35 proposals were submitted<sup>16</sup> of which 13 were approved for financing. Over the facility' s lifetime, it received around 450 proposals of which 355 were implemented. Tables 1, 2 and 3 below provide information on the number of proposals received and a breakdown of the applicants.

*Table 1: Proposals processed by the GPU from January 2011 to May 2013*

<b>Implementation status</b>	<b>Number of proposals</b>
Completed activities, of which:	355
On demand policy advisory or assistance	197
In line with WASPOLA Facility strategic plan	215
To be processed	20
On-going	13
Rejected / deferred	24
<b>Total</b>	<b>412</b>

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<sup>16</sup> Proposals were received from BAPPENAS, Ministry of Public Works, Ministry of Home Affairs and eight provincial WGs

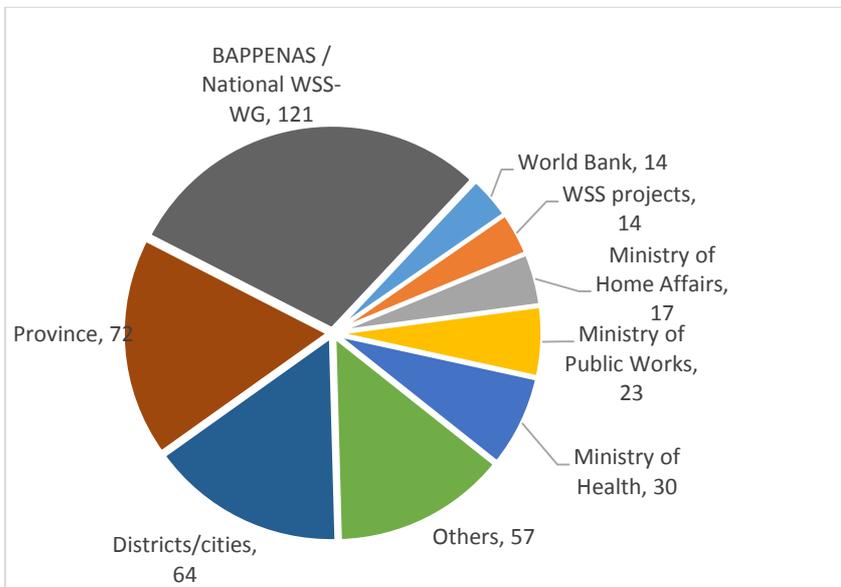


Figure 1: Proposals received from different applicants.

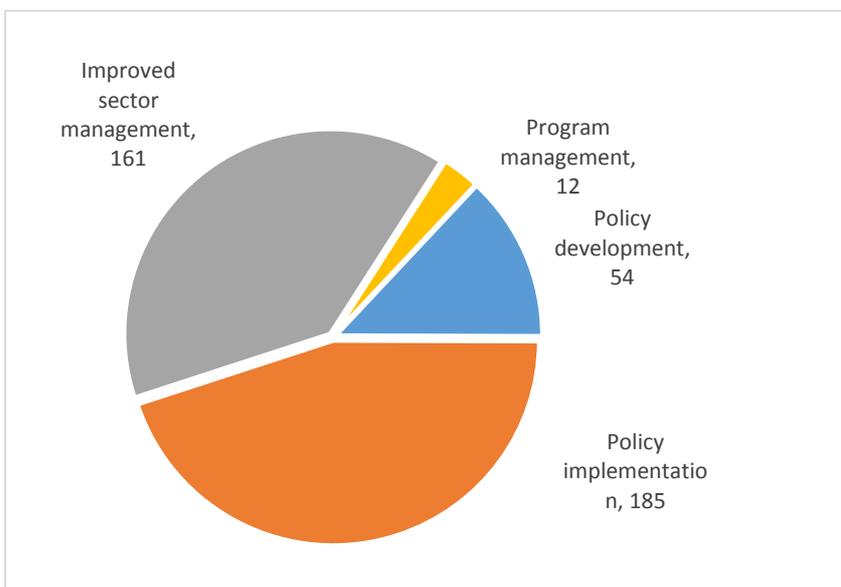


Figure 2: Proposals according to WASPOLA Facility focus area.

While the WASPOLA team made efforts to explain the concept of a facility and how it would be implemented to WSS stakeholders, it was difficult to get proposals; government partners were busy, and the set-up was new and unfamiliar. In the first year of implementation, most proposals received were for workshops. Proposal quality was low, and there was not a strong interest in participating. Reasons cited include the relatively low level of funding provided (only \$A 6 million over four years), and the fact that most activities were implemented either by WASPOLA consultants or contracted firms, resulting in a distancing between the partner agency requesting the activity and the actual product — partners tended to have little control over the process (or at least that was their perception).

To facilitate proposal processing, a Grant Processing Unit (GPU) was set up to assist and accelerate the administrative process of proposal processing, and in 2012, the GPU operation was contracted to a third party. Under this contract, the consultant provided information on the number of applications received, where they came from, and how many were approved and implemented. The GPU has also supported the WASPOLA Facility in monitoring activity progress, and evaluating achievements and lessons learned document preparation. By the time the unit contract ended in May 2013 the GPU had processed 412 proposals (see previous tables).

The implementation of RE executed funds began 2011 and funds were used primarily for funding the WSS-WG and the secretariat and the BAPPENAS project management unit in WASPOLA. The rules for on-budget financed activities are more restrictive than for Bank-executed funds and there were frequent delays in fund disbursements, but from 2011 onwards the RE budget, under the control of BAPPENAS, was used to finance an increasing number of activities, especially towards the end of the implementation period.

## **5. KEY IMPACTS AND LESSONS LEARNED**

### **5.1 Key impacts**

The WASPOLA Facility has been quite successful in achieving outputs and associated outcomes. The overall implementation strategy, of focusing on strong Government ownership, strengthening the link between policy and practical, on the ground experience (with a focus on pilot activities and case studies), linking with other programs to seek opportunities for scaling up, as well as with non-government partners, contributed significantly to this success. A few elements of the implementation strategy — improving the link between WSS services and economic growth and full integration of gender issues into WSS policies — appear to have generated less interest on the part of implementation partners. In the case of the latter (gender) this may be due to the fact that gender issues tend to be well integrated at the project implementation level, hence a more limited interest in including this at the higher policy level.

Under the facility structure, implementing partners submitted over 450 proposals under the three pre-defined core focus areas; the largest percentage (45%) related to policy implementation, followed by improved sector management (39%) and policy development (13%).

The broad range of outputs produced made important contributions to the expected outcomes under each of the three focus areas.

Under policy development<sup>17</sup>, the piloting of approaches on planning synergy has led to improved coordination /synchronization between water supply and sanitation planning at local government (LG). The basic elements are in place for the further development and implementation of a water safety planning policy, including at the local government level, where understanding of the basic principles and some implementation experience now exists.

Under policy implementation<sup>18</sup>, having clearer WSS objectives in their existing planning instruments means that the local governments will be better able to allocate budgets and implement national WSS policies. The strengthened WSS-WGs (33 in total were supported) has led to improved coordination of both donors and partners at LG level, and better implementation of WSS policies and targets. Other programs receiving technical support on community based WSS principles are also more aware of and better able to integrate these into their own activities, thus also contributing to more effective WSS policy implementation in the longer term — a good example of leveraging. In future, both local NGOs and universities will be better able to promote WSS policies and participate in implementation activities (although further networking is needed).

Under improved sector management<sup>19</sup>, the ample knowledge and lessons learned materials available are actively being used in horizontal learning activities, thereby contributing to replication of successful pilot activities (there are numerous examples where this has happened), while the cadre of trained facilitators will be able to contribute to filling an important gap identified by many local governments, that of a

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<sup>17</sup> **Policy development outputs** included: (1) an integrated WSS sector roadmap combining the medium term development plan (RPJMN 2009–2014) targets with the Indonesian MDG Action Plan targets; (2) piloting approaches and methodologies for facilitating integrated WSS planning (output was an integrated set of WSS sector policy and planning framework documents for LGs); (3) a white paper on Water Safety Planning and incorporation of water safety principles into the new RPJMN 2015–2019, and; (4) guidelines for mainstreaming gender into the WSS sector were also developed.

<sup>18</sup> **Policy implementation outputs** included: (1) incorporation of WSS objectives into the LG medium term development plans (up to 250 local governments were facilitated in this process) through direct support or via partnerships with other programs; (2) capacity building in management and coordination and a variety of support activities to local governments depending on needs; (3) capacity development on community based WSS principles into partner programs via technical facilitation; (4) adoption of WSS policy by local NGOs and universities; (5) strengthened national technical ministries in a range of WSS subjects.

<sup>19</sup> **Improved sector management outputs** included: (1) a strengthened cadre of national and local facilitators able to support local government WSS-WGs; (2) advocacy, knowledge and lessons learned products for use in horizontal learning, based primarily on practical pilot experiences; (3) an evolving WSS data and information system.

lack of skilled facilitation at local government level to support better sector coordination — while local governments have good technical skills they often lack the softer skills.

Both local governments and national level have a much stronger understanding of the importance and challenges of generating good WSS sector data and information, and there is a growing interest in doing so from the bottom up. The WASPOLA support to selected local governments in detailed WSS data and information management is an important first step in starting to build a critical mass of good examples that can be replicated, and the evolving national WSS MIS system will be able to accommodate new data and information as it is generated.

## 5.2 Lessons learned

### Strategic Lessons

1. **Finding a balance between demand-responsiveness and achievement of strategic objectives is challenging.**

The facility was successful at supporting implementation of proposals but it proved challenging to balance the demands generated with a more strategic approach to achieving desired outcomes, and a more clearly defined strategy and better partner preparation from the onset to ensure a better match between proposals received and strategic focus areas would have been beneficial. The de-facto strategy adopted by the Facility, of developing annual strategic plans and aligning funded activities to these, seems to have functioned quite well. The demand-based approach functioned particularly well for the recipients of WASPOLA support as they felt demands were being heard and met quickly, and support provided was of a high quality.

2. **The approach adopted in policy implementation of focusing on systems and procedures, finding good models for policy implementation, and seeking partners to support scaling up has worked very well.**

This is particularly important when a program has limited resources, as was the case with the WASPOLA Facility. The WASPOLA strategy has been to ensure that the successful policy implementation models were broadly disseminated and discussed; this served the dual purpose of convincing government partners of the model viability, and exposing the concepts to a broader range of potential partners. A concrete example of this was the work with UNICEF in Eastern Indonesia on WSS strategic planning, and the support of CLTS mainstreaming; WASPOLA supported the government in developing and approving the policy, and then worked closely with other key partners to ensure that the new policy was broadly implemented.

## Lessons on Technical Working Groups

### **3. Functional and active WSS-WGs are key to effective policy implementation.**

They provide a framework for implementation, coordinated donor assistance and general coordination that is key to achieving WSS objectives. Once they exist and get better at their operational tasks, they need to be sustained — to continue to be functional, representative and inclusive, implying a need for further strengthening. A strong national WSS-WG, coordinating initiatives at the national level and providing the overall strategic direction and guiding policy, is also key. The WASPOLA Facility played an important role in providing support directly to local governments, but was less successful in fostering the relationship between the national WSS-WG and Secretariat and local government WSS-WGs.

### **4. There is no one-size-fits-all approach for strengthening WGs; they are unique and require specific support.**

The WASPOLA approach of 'assessment' and provision of tailored support to the WGs was demand based, well delivered, appreciated, and successful. The level of support received to date and the positive impacts it has generated has created expectations for continued support.

### **5. High quality facilitation support to the WSS-WGs is an important element of effective WSS policy implementation.**

The LGs are very appreciative of good facilitation and there is a strong demand for it. There is, however, a significant gap between the 'demand' and 'supply' of good facilitators, and there is a continued need to ensure that a cadre of well-trained, easily accessible facilitators exists to provide the support that is needed, particularly in light of the new challenge of achieving universal access targets.

### **6. A coherent model for the continued provision of technical and capacity strengthening support to the regional WGs is critical, and high quality facilitation support is an important element of this.**

There will be a continued need for integration of WSS objectives into the RPJMDs, which was a backbone of the WASPOLA Facility support, as the remaining local governments establish WSS-WGs and as current RPJMDs are updated.

## Lessons on Implementation

### **7. Horizontal learning is a cost efficient and effective tool for strengthening policy implementation.**

There are many good examples of how this has worked in practice. Many local governments are using creative and innovative approaches to meet their WSS objectives, and these have been successfully shared using horizontal learning techniques. While BAPPENAS did not initially strongly support the horizontal learning approach, the positive experiences to emerge from this seem to have altered that view.

**8. Simple and effective knowledge products (including lessons learned studies, based on case studies and pilot activities) can be an important part of the horizontal learning exercise.**

The challenge for the future will be how to ensure that these lessons continue to be disseminated and applied effectively, and integrated into policy with guidance from the national and provincial WSS-WGs.

**9. Leveraging with partners has proven to be a particularly successful approach to achieve cost efficient up scaling.**

There are numerous examples of the success of this approach, and many opportunities to continue in the future. Broadening the policy message to other actors, such as NGOs and universities including donors, is an important element of this, although maintaining networks established is a challenge.

**10. Results visibility should be an important element of program reporting.**

Ensuring the visibility of results achieved, not only at the end of the program but also during implementation, is important. While the WASPOLA Facility generated many positive results, the reporting of these could have been improved. The reporting, while quite detailed, tended to be activity focussed and did not take the reader back to the original objective (or outcomes) — which is sometimes important to remind the reader of what the facility was actually trying to do. Ensuring a reporting link to higher-level outcomes is crucial to ensuring that the contextual framework for activities and outputs generated is clearly understood and visible. The WASPOLA Facility intervention logic included a lot of indicators, and some of these were quite difficult to measure — fewer, more easily measurable indicators might have made outcome reporting more effective. Other donors (USAID is one example) have opted to employ a dedicated editor and report writer to ensure that these links are made, which might have been a good idea for WASPOLA, in hindsight.

## **Lessons on Sector Monitoring**

**11. Development of a WSS sector monitoring system requires long-term commitment.**

To expect quick results through short (one-two year) support frameworks is unrealistic. Sector monitoring is a step-wise process that will take many years to achieve — the efforts to date are just the beginning.

**12. Effective decentralized WSS monitoring depends on strong LG awareness and understanding about the value and utility of good data and information, and how it can lead to more informed decision-making in the WSS sector.**

There is evidence that this understanding has increased significantly in the last 5–7 years. There is an increased understanding at local government level of the need for common sector indicators, even across projects, and a demand from at least some local governments to move away from project-based M&E to a more integrated approach. There is also increased demand for own data and information; that they can understand and access easily and reliably.

**13. The WSS sector monitoring is at a crossroads; general understanding of sector monitoring at local government level has increased and generated momentum – but if this momentum is not followed up with strategic action, it could be lost.**

While significant efforts have gone into working on a national WSS MIS system in the past, there is now an increasing realization that effective WSS data collection and management must and can be done by local governments with their own resources, and that they are willing to commit resources to such efforts. What they need is guidance to initiate this process, and they require guidance during the implementation process. This includes a good understanding of the objectives and application of sector monitoring — how it can be used for better sector decision making including budget allocations, how to coordinate for the joint development of WSS sector indicators, how to initiate the WSS data collection process in an efficient way, how to ensure sustainability, etc. The support so far has been effective but somewhat piecemeal, and a more clearly defined strategy, as reflected in the draft NAWASIS business plan, an important step in this direction.

## 6. APPLYING LESSONS LEARNED TO THE FUTURE

The Indonesian government has a major challenge ahead — to provide universal access to clean water and adequate sanitation facilities for all its citizens by the end of the current five-year planning period in 2019. Achieving this ambitious target will require a concerted and organized effort by all WSS stakeholders. Maintaining and strengthening the WSS-WGs will be an important part of this effort. Local governments need to have continued access to good technical and facilitation support on a demand basis to ensure that they are able to move forward in achieving their water and sanitation objectives, and contribute to the achievement of the national universal access targets. They will need support for strategic and medium term planning (integrating WSS objectives into their RPJMDs) and for developing — where they have not already done so — or consolidating, their WSS monitoring systems, linking these to national systems.

The NAWASIS Centre will play an important role in providing this needed support; it has been identified as the WASPOLA Facility exit strategy and it should, in the coming years, take over the tasks performed by the WASPOLA Facility team (and other sector support programs) and ensure that appropriate and timely interventions are made to support the universal access target achievements. In other words, NAWASIS should ensure, to the extent possible, the sustainability that many sector stakeholders seek. This is the guiding strategy for the NAWASIS Centre reflected in its December 2014 business plan<sup>20</sup>.

The following section briefly outlines the NAWASIS strategic framework and objectives, key targets and milestones, implementation strategy and proposed products and services presented in this business plan. It highlights some of the key challenges that NAWASIS will face, and identifies how some of the WASPOLA Facility lessons described in the preceding sections could be integrated to strengthen the NAWASIS Centre strategy.

### **The NAWASIS Centre as 'exit strategy'**

The NAWASIS Centre vision is *"to become a centre of excellence and the best facilitation centre for the WSS service providers especially at the city/district level, to support the achievement of universal access by 2019"*. This will be achieved through a focus on three key areas: the development of a WSS data management and integrated sector information system (called Nawasis.info, already described in section 3.3.2), strengthening the capacity of WSS service providers, and increasing the commitment of

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<sup>20</sup> Business Plan NAWASIS 2015—2019: Rencana Pengembangan National Water and Sanitation Services (NAWASIS) Dalam mendukung Target Universal Access AMPL Than 2019.

central and local government decision-makers to meeting WSS sector objectives (through advocacy). According to the NAWASIS strategic objectives, data generated should be accurate, current and complete, sector strategic planning should be based on this accurate data — to ensure realistic target identification and progress towards achieving these, sufficient budgets should be allocated to achieving the universal access targets, and the enabling environment to facilitate target achievement should be encouraged.

At an operational level, NAWASIS will provide a series of products or services. Nawasis.info will serve as the portal/bub for all WSS sector data and information. There are plans to expand the current Management Information System into a Decision Support System, Executive Information System, and Expert System Decision<sup>21</sup> support. The Centre itself should become a virtual WSS market, linking those seeking WSS services — the service buyers — with those supplying these services — the service sellers. The services defined in the business plan include information (from nawasis.info), facilitation, technical assistance, and access to knowledge products such as guidelines, training modules, lessons learned from case studies and pilot activities, among others. Services would also include an expert base — for those seeking specific support such as facilitation, or other sector specific technical needs.

The advocacy initiatives will be evidence based; the idea is that the NAWASIS Centre will support advocacy that is based on facts and figures — real documented information — generated by nawasis.info. The focus of advocacy will be at the individual level (convincing individuals to make WSS decisions in line with universal access targets); at the organization and institutional level, and at the strategic alliance level (advocating for strategic alliances among the various WSS stakeholders).

The NAWASIS implementation strategy (Figure 3) focuses on data and information as a core service, based on the assumption that there is an increasing demand for accurate and reliable information and that this will play an increasingly important role in achieving the universal access targets<sup>22</sup>. Establishment of cooperation, collaboration and alliances among WSS stakeholders, including NGOs, donors, and all government levels (strategic partnerships) is another important element.

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<sup>21</sup> These concepts are further described in the final NAWASIS TA report: *Strengthening the Indonesian National Water and Sanitation Information Service Center (NAWASIS)*, World Bank, March 2015.

<sup>22</sup> As one approaches the targets, it will become increasingly important to know exactly where households lacking service are located and how to best service them. This will require accurate information.

The implementation strategy adopts a two-pronged capacity development approach; on the one hand direct intervention to local governments where specifically needed, and on the other hand, indirectly through Training of Trainers. Well performing local governments (centres of excellence) will serve as examples for others, and supported to become regional NAWASIS Centres to service the surrounding areas. Horizontal learning will be an important tool in this process. The strategy also focuses on building increasing commitment and capacity at the provincial level as an important intermediary and service provider to local governments.

Institutionally, the NAWASIS Centre would remain in its current position under the umbrella of the national WSS-WG Secretariat. Being linked to the Secretariat ensures access to and recognition/acceptance from the many WSS sector stakeholders, and also allows the NAWASIS Centre to benefit from the linkage between the National WSS-WG and the local government WSS-WGs. It also ensures access to at least some public funds

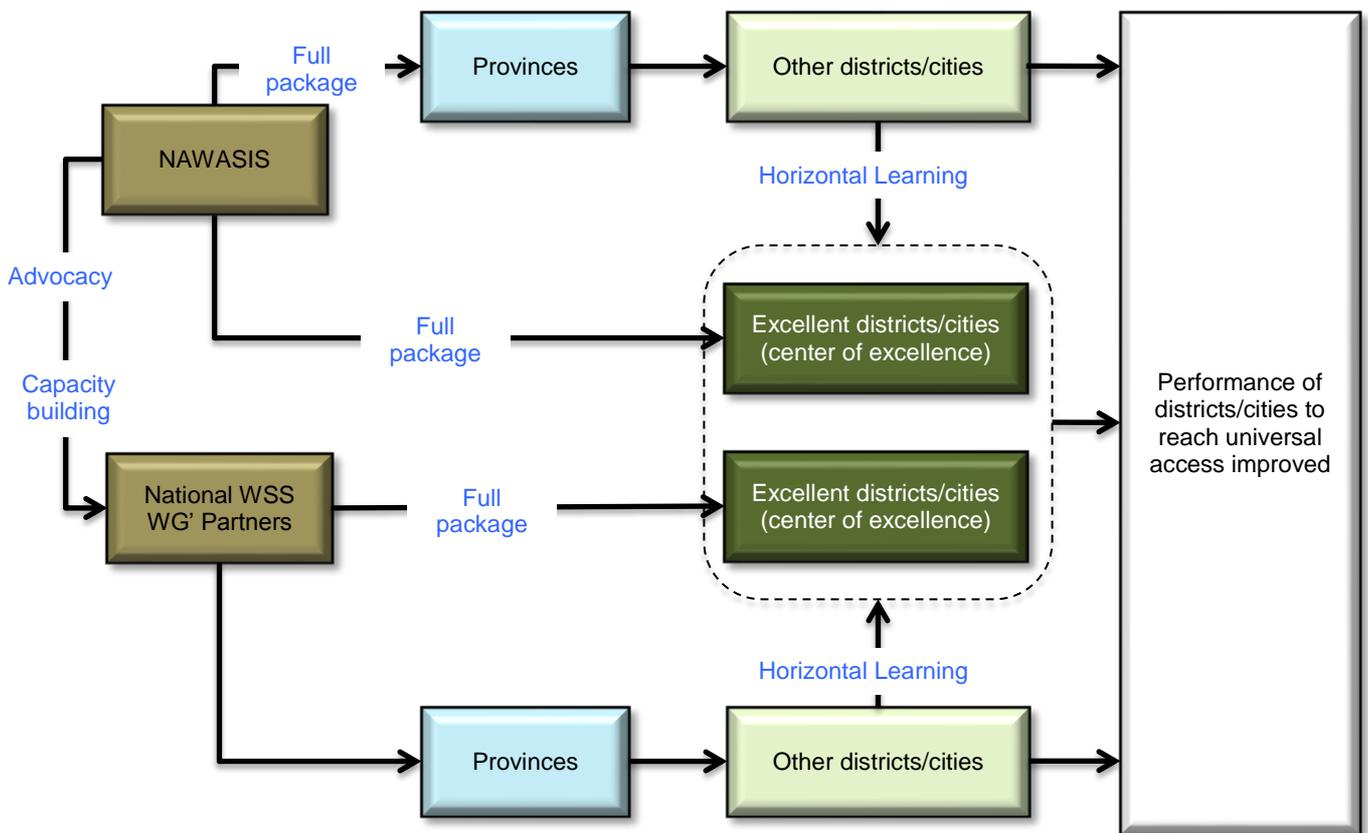


Figure 3: Flow of support for implementation of NAWASIS, as outlined in the NAWASIS Business Plan.

through the budget allocated to the National WSS-WG Secretariat. The proposed NAWASIS team composition and functions are described in the business plan<sup>23</sup>.

### **Integrating WASPOLA Facility lessons learned into the NAWASIS strategy**

The NAWASIS Centre strategy, objectives and proposed implementation modality reflects many of the lessons learned identified in section 5.2 of this report. Its proposed structure, under the national WSS-WG and with strong links to the local governments, recognizes the continued need for effective national and local government WSS-WGs (lesson 4). An increased focus on fostering the links between the national WSS-WG and local WSS-WGs, something that the WASPOLA Facility was not so successful at, will be particularly important in this regard.

The NAWASIS emphasis on data and information as an increasingly important tool in ensuring WSS target achievement is also in line with the data and monitoring lessons identified in this report (lessons 11, 12 and 13); that accurate and readily accessible data is crucial, that there is an increased demand and need for such data, and that there is a willingness to commit to obtaining this data. The NAWASIS data and information strategy of building and / or bringing together special use modules, trying to minimize the risks of data duplication, and establishing an overall tool for sector monitoring that is also visual (GIS based) is a good one. The lessons learned from the WASPOLA Facility on working with local governments on data management, and the horizontal learning opportunities this provided, will be particularly relevant here. Given limited resources, this should include a focus on local governments that demonstrate strong commitment and a willingness to use own resources (applying a demand-based approach), potentially supporting a cluster approach by working with a group of interested local governments in one region, who could then share experiences and support each other.

The capacity building focus as outlined in the NAWASIS strategy also reflects well the lessons from this assessment. Provision of expert TA complemented by facilitation support as needed, with the provision of mechanisms, procedures, and links to budget and decision-making, is very much in line with the lessons on capacity from this assessment (lessons 3, 5, 6 and 7). Meeting the large demand for such support will be challenging, as it was under the WASPOLA Facility. The proposed strategy of using regional centres of excellence is also good, and could encompass the reactivation of some the networking and partnerships supported by WASPOLA Facility (NGOs, universities, etc). The NAWASIS strategy builds on the important lesson of leveraging

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<sup>23</sup> The proposed team includes an operations manager, a creative manager, a technical manager, an MIS programr, and facilitators.

with partners to facilitate up scaling (lesson 10) and the WASPOLA experiences will be instrumental here. The success of piloting activities, and learning and sharing from these, also in influencing policy (lessons 4 and 9) is something that can be (and probably already is) integrated as well.

Finally, the promotion of evidence-based advocacy is well supported by this assessment (lesson 14) — that it is important to highlight positive results, and that these can be used to build commitment.

The ambitious work program outlined in the NAWASIS business plan will require significant resources; it is clear that the challenges ahead cannot be met without some kind of coordinated support efforts, on the part of WSS stakeholders and donor partners. The estimated budget in the NAWASIS business plan is \$US 5.8 million over five years. While this is considered to be mainly government-funded, there are a number of options that can be considered. One model could be that individual positions within the NAWASIS Centre, and some of the activities, are financed by existing donor programs with a common interest in the expected results — the data and information management is one good example. Sharing funding for capacity development and facilitation is another example. Another model could be to establish some a joint funding mechanism where interested partners could contribute according to their resource availability.

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In addition to the above key documents, the team consulted the numerous WASPOLA technical documents and products, which are multiple and have not been included in this list of key references.

## Annex 2 Persons interviewed

Name	Position
Anne Joselin	Assistant Director, Infrastructure, Water and Sanitation (Development Cooperation), DFAT
Melinda Hutapea	Program officer, DFAT
Gary Swisher	Team Leader, WASPOLA Facility
Dorman	WASPOLA Facility
Hussein	WASPOLA Facility
Nurul	BAPPENAS
Nugroho Tri Utomo	Director for Settlements and Housing, BAPPENAS
Wahyu Suharto	Bangda, Ministry of Home Affairs
Wilfred H Purba	Director for Environmental Sanitation, Ministry of Health
Dea Widyastuti	World Bank
Trimo Pamudi Al Djono	World Bank
Eka Setiawan	Plan International
Members Pokja Central Java	
Members Pokja Pekalongan	
Members Pokja Lombok Timur	
Members Pokja West Nustenggara	
Julius	BAPPEDA. West Sumatra Province
Members West Sumatra Province WSS-WG	
Representatives, West Sumatra District WSS-WG	
Basah Hernowo	BAPPENAS

**Annex 3 WASPOLA Facility Intervention Logic**

<b>Intervention Logic</b>	<b>Performance Indicators</b>
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<p><b><u>Goal</u></b></p> <p>To improve access for Indonesians, particularly the poor, to adequate and sustainable water supply and environmental sanitation (WSES) services, contributing to increased economic growth.</p>	<p><b><u>Impact indicators</u></b></p> <p>Facility results in sustainable water supply and environmental sanitation (WSES) services being more accessible to all, contributing to increased economic growth.</p>
<p><b><u>Purpose</u></b></p> <p>To strengthen the capacity of GOI to guide development of the WSES sector through establishment of a flexible Facility that can support emerging needs in relation to policy development, policy implementation, and sector management.</p>	<p><b><u>Outcome indicators</u></b></p> <p><b>Facility functions in a way that:</b></p> <ul style="list-style-type: none"> <li>• Builds the capacity of GOI to guide development of the WSES sector;</li> <li>• Responds in a flexible manner to emerging needs and issues in core program areas;</li> <li>• Develops synergies with other government WSES and poverty reduction programs to the maximum extent possible;</li> <li>• Emphasizes collaboration and partnerships with local government and non-government stakeholders;</li> <li>• Emphasizes demand responsive and participatory approaches;</li> <li>• Provides assistance in a balanced manner taking into account specific geographical considerations;</li> <li>• Reflects changing political realities related to economic growth, poverty reduction, gender equity and governance; and</li> <li>• Affords relevant, practical and sustainable solutions.</li> </ul>
<p><b><u>Focus 1: Policy development</u></b></p> <p><b>Objective:</b> To develop WSES policies in response to evolving political, economic, social and technological context and best practice.</p>	<p><b><u>Outcome indicators:</u></b></p> <p><b>Facility has progressed WSES policies by:</b></p> <ul style="list-style-type: none"> <li>• Contributing to the development and promulgation of WSES policies;</li> <li>• Informing on evolving political, economic, social and technological context and best practice;</li> <li>• Ensuring lessons learned are fed back into the decision-making process;</li> <li>• Broadening stakeholder participation in policy development, including women and poor; and,</li> </ul>

<p><b><u>Outputs under policy development objective:</u></b></p> <ul style="list-style-type: none"> <li>• Strengthened community-based WSES policy framework.</li> <li>• Strengthened institutionally based WSES policy framework.</li> <li>• Strengthened water resource management policy framework.</li> <li>• Strengthened policy frameworks that enhance the strategic participation of women and the poor.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening policy linkages with economic development/ poverty reduction.</li> </ul> <p><b><u>Progress Indicators:</u></b></p> <p><b>The facility supports specific activities, some of which contribute to:</b></p> <ul style="list-style-type: none"> <li>• Strengthening the community-based WSES policy framework, including appropriate guidelines and regulations;</li> <li>• Strengthening the institutionally-based WSES policy framework, including appropriate guidelines and regulations;</li> <li>• Strengthening the water resource management policy framework in relation to critical WSES issues; and</li> <li>• Further integrating the strategic participation of women and the poor in policy formulation.</li> </ul>
<p><b><u>Focus 2: Policy implementation</u></b></p> <p><b>Objective:</b> To develop improved systems and procedures for implementation of WSES policies.</p>	<p><b><u>Outcome indicators:</u></b></p> <p><b>Facility has improved systems and procedures for implementation of WSES policies by:</b></p> <ul style="list-style-type: none"> <li>• Contributing to the development and execution of improved systems and procedures for implementation of WSES policies;</li> <li>• Leveraging other GOI initiatives;</li> <li>• Leveraging other donor contributions and experiences;</li> <li>• Ensuring replication potential is being optimized;</li> <li>• Ensuring lessons learned are fed back into the decision-making process;</li> <li>• Building linkages with civil society and private providers; and</li> </ul> <p>Enabling adequate reporting on WSES at all levels.</p>
<p><b><u>Outputs under policy implementation objective:</u></b></p> <ul style="list-style-type: none"> <li>• Strategic plans (RENSTRAs) and medium-term development plans (RPJM) reflect national WSES policies at all levels.</li> <li>• National implementation strategies to achieve GOI medium-term targets and MDGs for WSES.</li> </ul>	<p><b><u>Progress indicators:</u></b></p> <p><b>The facility supports specific activities, some of which contribute to:</b></p> <ul style="list-style-type: none"> <li>• Reflecting national WSES policies in GOI strategic planning;</li> <li>• Developing strategies to achieve GOI medium-term targets and MDGs for WSES;</li> <li>• Improving sector financing arrangements;</li> <li>• Developing systems and procedures for extension of national policies, strategies and</li> </ul>

<ul style="list-style-type: none"> <li>• Improved sector financing arrangements.</li> <li>• Effective systems and procedures for extension of national policies, strategies and action plans to provincial and district government.</li> <li>• Coordination of WSES and economic development/ poverty alleviation planning at provincial and district levels.</li> <li>• Mechanisms for participation of civil society, particularly women and the poor, in decision-making processes concerning WSES policy implementation.</li> </ul>	<p>action plans to provincial and district government;</p> <ul style="list-style-type: none"> <li>• Improving coordination of WSES and economic development/ poverty alleviation planning at provincial and district levels; and</li> <li>• Developing mechanisms for participation of civil society, particularly women and the poor, in decision-making processes concerning WSES policy implementation.</li> </ul>
<p><b><u>Focus 3: Sector management</u></b></p> <p><b>Objective:</b> To strengthen sector management functions, with emphasis on coordination and communication, knowledge management, human resource development and M&amp;E.</p>	<p><b><u>Outcome indicators:</u></b></p> <p><b>Facility has strengthened sector management functions by:</b></p> <ul style="list-style-type: none"> <li>• Promoting better coordination among stakeholders;</li> <li>• Supporting knowledge management;</li> <li>• Encouraging human resource development; and</li> </ul> <p>Developing better M&amp;E approaches and systems.</p>
<p><b><u>Outputs under sector management objective:</u></b></p> <ul style="list-style-type: none"> <li>• Strengthened coordination among GOI agencies involved in the WSES sector.</li> <li>• 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.</li> <li>• Generation and distribution of relevant information to key stakeholders.</li> <li>• Improved coordination of donor activities in line with GOI policies.</li> </ul>	<p><b><u>Progress indicators:</u></b></p> <p><b>The Facility supports specific activities, some of which contribute to:</b></p> <ul style="list-style-type: none"> <li>• Better coordination and communication among GOI agencies involved in the WSES sector;</li> <li>• Augmenting and broadening the skills base needed to develop and implement WSES policy in a collaborative manner;</li> <li>• Enhancing GOI capacity to address gender equity and women' s empowerment in WSES sector;</li> <li>• Generating and distributing relevant information to key government and non-government stakeholders;</li> <li>• Coordinating donor activities by better aligning them with GOI policies;</li> </ul>

<ul style="list-style-type: none"> <li>• M&amp;E systems reporting progress against GOI medium-term targets, MDG goals for WSES, and other key performance indicators for the sector including gender equality.</li> </ul>	<ul style="list-style-type: none"> <li>• Developing national and sub-national M&amp;E systems for GOI medium-term targets, MDG goals for WSES, and other key sector performance indicators including gender equality.</li> </ul>
<p><b><u>Program management</u></b></p> <p><b>Objective:</b> To effectively and efficiently manage the Program in a manner that is responsive to stakeholder needs.</p>	<p><b><u>Outcome indicators:</u></b></p> <p><b>WSP manages the Program effectively and efficiently by:</b></p> <ul style="list-style-type: none"> <li>• Providing a clear focus on implementation of a coherent and limited set of Activities in support of Program objectives;</li> <li>• Providing technical support/advice to stakeholders for proposal preparation;</li> <li>• Being responsive to stakeholder needs (i.e. flexible);</li> <li>• Not becoming a "slush fund" (i.e. too flexible);</li> <li>• Establishing appropriate management procedures;</li> <li>• Complying with set procedures;</li> <li>• Reporting (including M&amp;E) in a timely manner; and</li> <li>• Aligning Activities with Annual Strategic Plan priorities</li> </ul>

**Outputs under program management:**

- Facility Management Unit (FMU) established and staffed
- Program and Facility management systems established and operating effectively

**Progress indicators:**

**The FMU supports the Program by:**

- Mobilizing and staffing the Facility;
- Establishing and using management systems and reporting on their operation:
  - Inception Report
  - Operations Manual
  - Financial Manual
  - Gender Equity Action Plan
  - M&E Operational Plan
  - MIS
  - Communication Strategy
  - Annual Workplans and Budgets
  - Semi-annual Progress Reports
  - Monthly Exception Reports
  - Annual M&E Reports
  - Internal Audit Reports
  - Management Reviews (including MTR and PCR),
  - Exit Strategy