



# Transformative Progress on Water, Sanitation and Hygiene in Schools Programme in Indonesia

## SUMMARY

Since 2016, significant progress has been made in ensuring Water Sanitation and Hygiene services (WinS) in Indonesia. The Ministry of Education (MoEC) published a WinS SDG profile and WinS Roadmap in 2017. The WinS SDG profile set the baseline for some of the indicators of SDG target 4.a.1: proportion of school with access to: (e) basic drinking water; (f) single-sex basic sanitation facilities; and (g) basic hand-washing facilities (as per the WASH indicator definitions). The WinS Roadmap is a planning document including bottleneck analysis, strategies, and milestones for the country to reach the WinS SDG target by 2030. Based on the Roadmap, UNICEF supported strengthening of the WinS enabling environment on areas such as policy advocacy and planning; budget and expenditure; monitoring and evaluation; implementation arrangement; and capacity development. As a result, the SDG indicators for WinS have seen significant progress over the past four years in Indonesia. One of the lessons learnt was the need for data to trigger concrete actions. A well-designed information system and good quality data spurred government to take action and allocate more funding for improving WinS access.

## Background

The benefit of water, sanitation and hygiene (WASH) in schools' interventions have been well documented over the past two decades. WASH in Schools (WinS) interventions does prevent diarrhoea incidence among students by up to 47% (Freeman et al, 2014). In addition to preventing unnecessary morbidity and mortality, WinS interventions that include both handwashing with soap and water treatment reduced pupil absenteeism by 26–58%, with particular impact on girls (O'Reilly et al, 2008). The availability of a well operated and maintained toilets at schools, separate for boys and girls, have links to decent learning environment, dignity and privacy. Thus,

WinS is one of the critical elements in ensuring gender equity. The potential role of children as agents of change has also been well documented. Several studies have revealed that children who receive hygiene behavior lessons from their teacher at schools will likely transmit these messages to their parents at home (UNICEF Indonesia, 2016) and this has taken on even greater importance during the COVID-19 pandemic. In recognition of the importance of access to WinS as an essential part of a safe learning environment for children, it is implicitly and explicitly captured in Sustainable Development Goals (SDGs) target 4.a. Despite the benefits of access to WinS, these components are often neglected by the school's management,

the community around it, or by the government who prioritize other needs in the education sector.

This Field Note provides an overview of UNICEF's support in strengthening the enabling environment for WinS in Indonesia between 2016 and 2020 that led to commendable progress in this area. UNICEF is supporting the Government of Indonesia (GoI) in many of the activities described in this paper. In addition to documenting experience, this Field Note provides analysis to inform future WinS programming.

## KEY POINTS

- **Monitoring and Evaluation:** the availability of WinS information system provides a better understanding of the real situation
- **Policy Advocacy and Planning:** The National WinS Roadmap triggered government to prioritize WinS
- **Budget and Expenditure:** National and local governments have allocated budget to fill the funding gaps identified in the investment analysis
- **Implementation Arrangements:** well-established programmes and models for inter-ministerial coordination, such as the School Health Program (UKSM) enabled smooth WinS implementation at field level.
- **Capacity Building:** guidelines and trainings developed led to improve the capacity of local government on WinS implementation

## Story

GoI has made significant progress on WinS over the last four years. These changes are summarized in Table 1 showing a timeline of key developments on WinS in Indonesia.

The above-mentioned milestones and changes were based on a series of interventions supported technically and financially by UNICEF. The description below is structured along the enabling environment (EE) functions or building blocks for WinS. The EE functions are grouped as follows: (1) Policy Advocacy and Planning; (2) Budget and Expenditure; (3) Monitoring and Evaluation; (4) Implementation Arrangements; (5) Capacity

Development. These functions were developed and agreed during WinS International Learning Exchange (ILE) event in Indonesia in 2016. WinS ILE is an annual south-to-south event to increase commitments on WinS among Education Ministries across Asia and Pacific countries. The event helped Indonesia to learn the implementation and lessons of WinS programming in other countries. UNICEF and GIZ incorporated the bottleneck analysis into EE functions to track the progress of WinS development in the South & East Asia and Pacific Regions and to ensure the quality and equity of intervention were taking place within the context of on-going government programs.

The current status of intervention, progress and changes on these building blocks are discussed below:

**Policy Advocacy and Planning:** UNICEF supported MoEC in the publication of WinS Roadmap in 2017 (Kementerian Pendidikan dan Kebudayaan, Peta Jalan Sanitasi Sekolah, 2017). Beside serving as a strategy to achieve the SDG target, the roadmap also contains general guidance on what constitutes a basic WinS intervention package for schools. As defined in the roadmap, this WinS intervention package consist of three pillars: hardware, software and management.

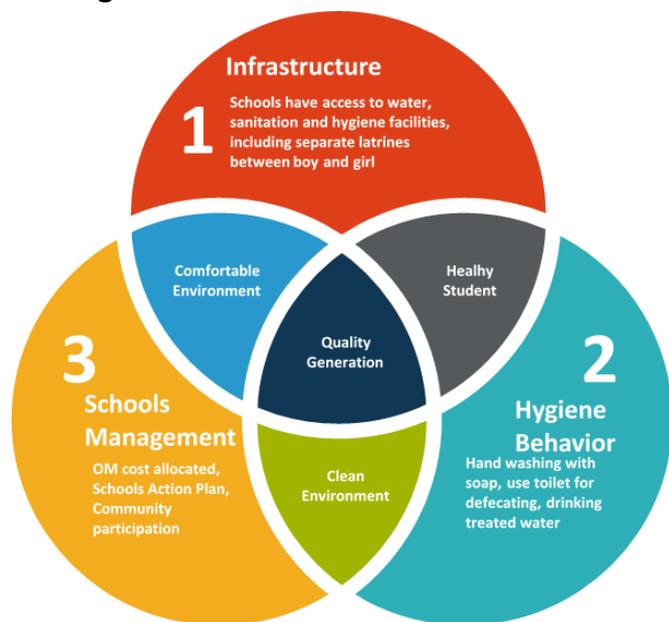
Hardware refers to access to physical facilities and infrastructure in schools, such as the availability of safe water facilities free from contamination; functional, clean, comfortable and discrete sanitation facilities for both male and female students; lastly the availability of hand washing facilities (mostly group and washing facilities) with soap and with running water.

The second pillar is software for promoting knowledge and awareness among school children, school management and the community at large. This refers to the routine hygiene behavior change activities schools carry out, such as regular handwashing with soap (HWWS) activities and ensure consistent implementation of menstrual hygiene management (MHM) activities.

The last pillar is related to school management which should ensure the availability of sufficient funds to cover the operational and maintenance (O&M) costs for WASH facilities and to cover the

required hygiene promotion activities. The Indonesian WinS pillars are shown on Figure 1.

**Figure 1. WASH in Schools Pillars**



Upon completion of the WinS Roadmap, UNICEF worked with AKKOPSI, the Association of Heads of Local Government for Better Sanitation, to facilitate an Advocacy and Horizontal Learning (AHL) event in 2017, where champion schools and districts presented their best WASH practices to other schools and districts. This initiative culminated in a declaration for better access to WASH facility at schools, endorsed by several heads of local governments (Warta Otonomi, 2017). The declaration emphasized three commitments among head of local governments: (1) commitment to the fulfillment of children's rights to have access to safe water, sanitation and hygiene in schools; (2) commitment on the implementation of a comprehensive WinS intervention which consists of providing facilities, promoting good hygiene behaviour, and sustainable management of WinS; and (3) commitment to engage the community, private sectors and non-government partners in overcoming WinS challenges.

Following the workshop, UNICEF supported the MoEC to advocate for the importance of WinS to the heads of the local governments participating in the City Sanitation Summit (CSS) in the same year. This is extremely important in the context of

Indonesia which is one of the most decentralized countries globally. As a result of the high-level advocacy events, the head of Pringsewu District visited Tangerang to learn more on WinS in 2018 (Radar Lampung, 2018). The Head of Malang District received the Smart Sanitation Award in 2018 due to his commitment on WinS (Jatim Times, 2018) which sent a clear signal to other heads of local governments that WinS was important and could help their district get increased attention (political and financial).

**Monitoring and Evaluation:** As a result of UNICEF advocacy to align EMIS with SDG indicators and Joint Monitoring Programme (JMP) core questions, in 2016 MoEC officially included 12 WinS indicators into the Dapodik (EMIS) to monitor progress towards SDGs. The source of the data to track progress are school reports of each school. At the end of each academic year, the MoEC compiles, analyses and publishes the data collected into Annual Education Statistic (Statistik Pendidikan (2020)). The quality of WinS data collected from the schools was poor, initially. In order to address this issue, UNICEF supported the MoEC to improve WinS data collection system through the publication of the WinS Dapodik Guideline (Direktorat Jenderal Pendidikan Dasar dan Menengah, 2017) which has been disseminated to stakeholders and is available on the MoEC website.

MoEC published a WinS Profile in 2017 (Direktorat Jenderal Pendidikan Dasar dan Menenga, 2017). The findings presented the level of WinS access according to school type. The data is disaggregated by province and by whether the school is public or privately funded. The WinS components examined pertain to the levels of access to water, sanitation and hygiene provision. The type of schools examined are: primary schools; junior secondary schools; senior secondary schools; vocational schools; and special schools. Madrasas, or Islamic schools, are not included, since madrasas are managed by Ministry of Religious Affair that have different education information management systems.

Based on WinS Profile 2017, the access to basic water for all schools in Indonesia was 65.69% and access to basic sanitation was 34.12%. There was no data on access to basic hygiene, but it was estimated that 64.81% schools had access to limited hygiene service.

**Table 1: Timeline of key developments on WinS in Indonesia**

Year	Milestone
2016	<ul style="list-style-type: none"> <li>- MoEC included WinS indicators into the Data Pokok Pendidikan (Dapodik) or the Indonesian Education Management Information System (EMIS) with technical support from UNICEF</li> <li>- UNICEF and MoEC hosted the 6<sup>th</sup> International Learning Exchange on WinS in Jakarta and Bogor</li> </ul>
2017	<ul style="list-style-type: none"> <li>- MoEC published the WinS Profile as a reference for the SDG baseline</li> <li>- MoEC published WinS Roadmap as policy and planning reference</li> <li>- UNICEF supported a series of high-level advocacy meetings and deliberations on WinS</li> <li>- MoEC endorsed to use Bantuan Operasional Sekolah (BOS) or School Operational Fund to cover WinS O&amp;M costs.</li> </ul>
2018	<ul style="list-style-type: none"> <li>- UNICEF supported the integration of WinS into National Sanitation Acceleration Programme</li> <li>- Ministry of Health (MoH) synergized WinS and Community Based Total Sanitation</li> <li>- MoEC published a National WinS Guideline</li> <li>- MoEC provided Specific Allocation Fund to local government for WinS improvement</li> </ul>
2019	<ul style="list-style-type: none"> <li>- MoH and MoEC collaborated to improve WinS monitoring and recognition system through developing a WinS dashboard and stratification system</li> <li>- MoEC mainstreamed inclusive WinS in the Specific Allocation Fund</li> <li>- MoEC and MoH conducted capacity building on WinS for headteachers</li> </ul>
2020	<ul style="list-style-type: none"> <li>- MoEC published and socialized technical options for handwashing with soap as part of COVID-19 prevention</li> <li>- WinS dashboard was used as a reference for re-opening school</li> <li>- WinS indicator checklist for re-opening school was agreed by MoEC, MoH, MoR, MoIA</li> </ul>

**Table 2. Investments in WASH in Schools**

No	Education Level	Investment Cost (IDR)	Investment Cost (USD)
1	Primary Schools	10,633,650,000,000	708,910,000
2	Junior Secondary Schools	2,345,250,000,000	156,350,000
3	Senior Secondary Schools	884,789,300,607	58,985,953
4	Vocational Schools	817,420,000,000	54,494,667
5	Special Schools	149,590,000,000	9,972,667
Total Investment Cost		14,830,699,300,607	988,713,287
Annual Investment for 13 Year		1,140,823,023,124	76,054,868

**Budget and Expenditure:** UNICEF has estimated the required investment by the GoI to achieve the WinS SDGs targets in Indonesia. The number of schools that needed either provision of water, toilet construction or handwashing stations was based on the 2017 WinS SDG profile. The unit cost used for the analysis was based on WinS projects implemented by MoEC and UNICEF. For instance, a unit cost for toilet construction was IDR 100 million per school (USD 6,700) and a simple handwashing facility would cost around IDR 10 million (USD 700) per school. The cost reference was based on the government's fixed allocation per school that applied across all settings in Indonesia, despite local cost variations.

The investment analysis did not include access to water since the water system for schools in rural areas is generally provided through local or village government projects, for instance through Community Based Drinking Water Supply project or Village Fund project (an intergovernmental fiscal transfer). In the rural areas, especially the remote ones, the investment cost for drinking water supply can be very expensive. The WinS Roadmap emphasized the need to collaborate with other stakeholders to ensure that schools could access a basic water service.

The total investment cost for the provision of toilets and handwashing stations at all levels of education was almost IDR 15 trillion (USD 1 billion). A minimum of IDR 1.1 trillion or about USD 76 million per year should be allocated nationally for 13 years in order to achieve the WinS SDGs target. A simple investment cost calculation is presented in Table 2.

**Implementation Arrangements:** The WinS Roadmap states that WinS must be integrated within the existing GoI programmes. There are at least three existing programmes with potential for implementation to deliver WinS at scale. The first programme is Percepatan Pembangunan Sanitasi Permukiman (PPSP) or Sanitation Acceleration Development Programme initiated by Badan Perencanaan Pembangunan Nasional (Bappenas) or National Development and Planning Agency in 2009. With UNICEF support, Bappenas (2018) published a guideline on how to develop a WinS strategy in 2017. This is the reference document for local government to develop their own WinS strategy. By integrating

WinS into PPSP, local government has a comprehensive plan to address the needs of WASH, not only in the community but also in schools.

The second programme is Usaha Kesehatan Sekolah (UKS), or Schools Health Programme is co-coordinated by four different ministries: MoEC, Ministry of Religious Affairs (MoRA), MoH and Ministry of Home Affairs (MoHA). GoI has endorsed the National Action Plan of School and Adolescent Health (2017-2019) in which WinS is one of eight priority issues related to school-aged and adolescence health. UNICEF has played a significant role in strengthening UKS for example in supporting the development of a school health pocketbook in 2018 that includes WASH components (Direktorat Kesehatan Keluarga, 2018). In 2019 UNICEF was entrusted to co-facilitate the national UKS workshop with 200 representatives of districts and provincial government from 34 provinces. One of the key workshop recommendations was to mainstream WinS into the UKS stratification system, which categorises progress on the status of school health into four steps: minimum, standard, optimal and advanced. Following the UKS workshop, UNICEF assisted with the incorporation of the Three Star Approach (TSA) into the UKS stratification system.

Sanitasi Total Berbasis Masyarakat (STBM) or Community Based Total Sanitation is the third programme with potential for implementation to deliver WinS at scale. UNICEF conducted a study to explore the synergy between schools and STBM. A small change to existing programmes was found to strengthen the monitoring of programmes, foster collaboration between multiple government agencies offering sanitation and hygiene related services to schools and communities and improve school's access to available community funding sources.

**Capacity Development:** Following the publication of the WASH in Schools Profile and WASH in Schools Roadmap in 2017, MoEC published a WASH in Schools Guideline in 2018 (Direktorat Pembinaan Sekolah Dasar, 2018). The guideline is a practical reference for local government, education and health staff, headteachers and schoolteachers on how to implement WinS properly. The guideline covers the three pillars of WinS: hardware, software and

management. The guideline has been introduced by MoEC to more than 1,751 schools out of 220,305 schools (0.8%) across Indonesia, through a series of technical support meetings for school headteachers and teachers in 2019.

UNICEF has supported the integration of WinS into PPSP. As a pilot, UNICEF conducted a series of trainings, coaching and field facilitation to District Education Office staffs in 8 districts in 2017: Flores Timur, Prabumulih, Garut, Samarinda, Luwu Utara, Cirebon City, Bandung City, and Tanah Bumbu District (Kelompok Kerja Air Minum dan Kesehatan Lingkungan, 2018). As a result, most of those districts/cities have developed a WinS strategy as part of their Citywide Sanitation Strategy (or SSK). The MoEC followed this initiative by replicating the training to 330 districts/cities, where UNICEF played a role as a facilitator and resource person.

## Result and Achievements

UNICEF's technical support to the enabling environment (2016-2019) has resulted in several positive outcomes to accelerate access to WinS. The outcomes could be measured by three indicators: (1) changes on government policy; (2) the improvement of expenditure for WinS; and (3) the increasing progress of WinS as tracked through the SDG indicators.

**Changes in Government Policy:** There are several significant changes in government policy and systems that directly contribute to the improvement of access to WinS.

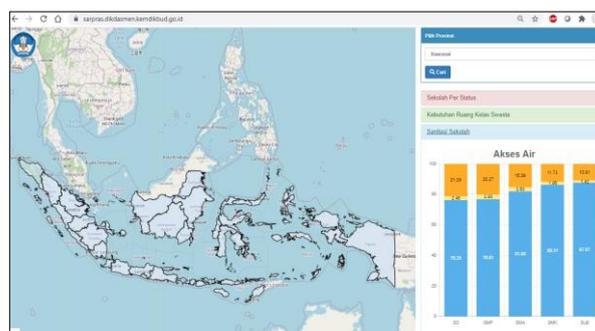
MoEC endorsed the use of the Bantuan Operasional Sekolah (BOS) or School Operational Assistance to cover WinS O&M costs. Based on MoEC Guidelines of BOS 2017, the funding could be used for routine expenditure on WinS such as the provision of soap, toilet cleaner, and even hiring toilet janitors.

The MoEC's Dana Alokasi Khusus (DAK) or Specific Allocation Fund for local governments is available to improve the quality of infrastructure in the education sector. The DAK has been used by local government for new classroom buildings, libraries, and laboratories. As a result of UNICEF advocacy, in 2018 MoEC agreed to include the construction and rehabilitation of WASH facilities in DAK (Kementerian Pendidikan dan

Kebudayaan, 2018). MoEC achieved another milestone in 2019 by incorporating inclusive WinS (Kementerian Pendidikan dan Kebudayaan, 2019) in DAK to enable schools to construct toilets for students with disabilities.

In collaboration with SNV and the GIZ Fit for School Program, UNICEF supported the MoEC to develop a dashboard to monitor WinS conditions in real time (Kementerian Pendidikan dan Kebudayaan), shown in Figure 2. The decision makers within MoEC and local government could use the dashboard as a reference for planning and budgeting. Currently the dashboard includes data from primary and secondary level schools with future plans to include Early Child Development (ECD) centers.

**Figure 2. WASH in Schools Dashboard**



**Improved Expenditure for WinS:** As a result of increasing political commitment among national and local government to WinS, there is evidence that budget allocation on WinS has increased significantly. Based on the DAK Information System, the budget allocation for WinS was only USD 342,000 for primary schools in 2016. The budget allocation for WinS in 2017 was USD 828,000, an increase of almost 2.5 times from the previous year. Since 2018, when MoEC offered a new option of construction and rehabilitation of WinS on DAK, the budget allocation has increased substantially to USD 30,000,000. The DAK allocation for WinS in 2019 was doubled to USD 71,400,000.

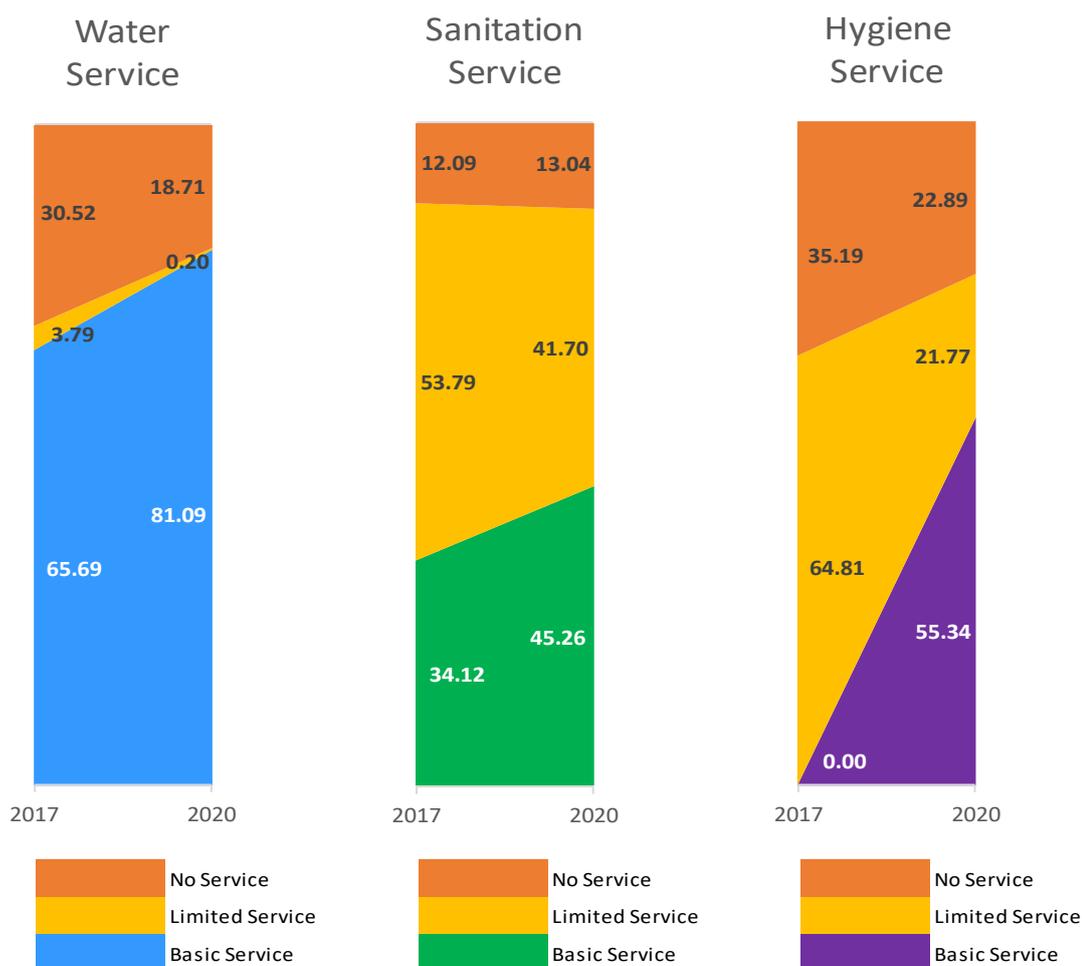
In addition to the DAK, MoEC has also allocated funding for WinS through other financial schemes. The Directorate of Primary Schools allocated USD 2,300,000 in 2018 to construct WASH facilities in 495 schools (Lakip Direktorat Pembinaan Sekolah

Dasar, 2018) through direct financial support from national government to schools. Similarly, the Directorate of Senior Secondary Schools has allocated USD 714,000 in 2019 to construct WASH facilities in 100 schools (Direktorat SMA, 2019).

**WinS SDG Indicators:** According to data provided by Dapodik to the WHO/UNICEF Joint Monitoring Programme in 2020, access to basic water, sanitation and hygiene services in schools has improved significantly since 2017. In 2020, access to basic water is 81.09%, up from 65.69% in 2017. Access to basic sanitation service improved from 34.12% in 2017 to 45.26% in 2020. Access to basic hygiene service is reported as 55.34% in 2020 with no data available in 2017.

The WinS data presented in Figure 3 illustrates progress on WinS in Indonesia. Interestingly, the number of schools with no sanitation service increased slightly 0.95% between 2017 and 2020, likely because data quality has improved through monitoring of toilets conditions. The availability of DAK for WinS has triggered local government to use the funding to improve WinS conditions in their respective areas, leading to an increase in basic sanitation from 34.12% in 2017 to 45.26% in 2020.

**Figure 3. WASH in Schools indicators between 2017 and 2020 in Indonesia**



## Challenges and Lessons learnt

Based on UNICEF Indonesia's experience in supporting the government on WinS in recent years, there are several challenges and lessons that could guide other countries to improve WinS access.

**Strengthening WinS involves working across various ministries.** At least four ministries have a role in WinS and water provision, especially through the UKS platform. Strong government leadership with clear roles and responsibilities is needed to prioritize WinS and navigate the challenge of working with multiple stakeholders with potentially competing interests.

**A strong and credible evidence base is essential to trigger concrete action.** A well-designed information system based on good quality data, can enhance government's willingness to take action and allocate more fund for improving WinS access. UNICEF invested in building the capacity and appetite within Gol to improve data quantity and quality.

**'Advocacy and Horizontal Learning' and International Learning Exchange on WinS:** High-level advocacy events create a higher profile for WinS. The Advocacy and Horizontal Learning Event allowed the heads of local governments to learn from each other, benchmark their progress and created the opportunity to jointly commit to improve access to WinS. The UNICEF Indonesia WASH Unit intends to replicate the approach for wider WASH sector advocacy.

**Technical support and capacity building:** Accessible guidance is important to inform district government and schools on how they can access more financial resources for WinS infrastructure.

**Rolling out WinS through existing programmes:** Existing national programmes, such as UKS, PPSP and STBM are also opportunities to roll out WinS. These programmes provide staffing, funding and technical support to schools through local governments.

**Water supply receives the least investment.** Despite the significant DAK funds allocated for WinS, funding tends to be used for the construction and rehabilitation of toilets and

handwashing stations. Where groundwater exists, some schools have used DAK to construct wells or boreholes. However, accessing an improved water supply is not always technically or financially feasible for schools.

## Follow Up Actions and Way Forward

The section below presents key priority areas that can be supported by UNICEF to enable Gol to achieve the WinS targets in the SDGs:

Generate more evidence for a better understanding of WinS in Indonesia.

- WinS development is a complex and rapidly changing process. Continued situation monitoring with a bottleneck analysis could help the Gol to identify the critical areas of the enabling environment where progress is limited and address those challenges as a priority
- 'Spot checks' would help determine the impact of WinS in individual schools
- The investment gap analysis should be updated to include water supply

Strengthen the WinS Information System to improve it as a feedback mechanism

- There is an opportunity to integrate the TSA into UKS stratification. TSA was jointly developed by UNICEF and GIZ Fit for Schools to monitor the progress of WinS implementation at school's level. Once finalized, other ministries can be asked to endorse the UKS stratification as a benchmark
- There is an opportunity to improve Dapodik data quality by establishing a verification system. UNICEF is currently supporting MoEC and MoH at the policy and technical level to integrate their WinS data. This would enable MoH field staff to access WinS data to conduct verification at school level

Although the WinS guideline provides more holistic advice, at the field level there is a tendency to focus on the construction of WASH facilities rather than hygiene promotion or O&M. In the coming years, UNICEF will continue to support MoEC and local government in strengthening WinS implementation through:

- Cascade WinS training

- Establish an online WinS training platform in collaboration with the Directorate General of Teachers and Educational Personnel
- Integrate WinS, especially hygiene promotion, into the curriculum
- Develop an investment tracking mechanism to assess value for money

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## About the Authors

This Field Note was developed by Reza Hendrawan (WASH Officer, Indonesia Country Office). Questions or comments on this Field Note can be sent to [rhendrawan@unicef.org](mailto:rhendrawan@unicef.org)

## About the Series

UNICEF's water, sanitation and hygiene (WASH) country teams work inclusively with governments, civil society partners and donors, to improve WASH services for children and adolescents, and the families and caregivers who support them. UNICEF works in over 100 countries worldwide to improve water and sanitation services, as well as basic hygiene practices. This publication is part of the UNICEF WASH Learning Series, designed to contribute to knowledge of good practice across UNICEF's WASH programming. In this series:

*Discussion Papers* explore the significance of new and emerging topics with limited evidence or understanding, and the options for action and further exploration.

*Fact Sheets* summarize the most important knowledge on a topic in few pages in the form of graphics, tables and bullet points, serving as a briefing for staff on a topical issue.

*Field Notes* share innovations in UNICEF's WASH programming, detailing its experiences implementing these innovations in the field.

*Guidelines* describe a specific methodology for WASH programming, research or evaluation, drawing on substantive evidence, and based on UNICEF's and partners' experiences in the field.

*Reference Guides* present systematic reviews on topics with a developed evidence base or they compile different case studies to indicate the range of experience associated with a specific topic.

*Technical Papers* present the result of more in-depth research and evaluations, advancing WASH knowledge and theory of change on a key topic.

*WASH Diaries* explore the personal dimensions of users of WASH services, and remind us why a good standard of water, sanitation and hygiene is important for all to enjoy. Through personal reflections, this series also offers an opportunity for tapping into the rich reservoir of tacit knowledge of UNICEF's WASH staff in bringing results for children.

*WASH Results* show with solid evidence how UNICEF is achieving the goals outlined in Country Programme Documents, Regional Organizational Management Plans, and the Global Strategic Plan or WASH Strategy, and contributes to our understanding of the WASH theory of change or theory of action.

*COVID-19 WASH Responses* compile lessons learned on UNICEF's COVID-19 response and how to ensure continuity of WASH services and supplies during and after the pandemic.

Readers are encouraged to quote from this publication but UNICEF requests due acknowledgement. You can learn more about UNICEF's work on WASH here: <https://www.unicef.org/wash/>

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United Nations Children's Fund

3 United Nations Plaza, New York, NY 10017, USA

For more information, please contact: [WASH@unicef.org](mailto:WASH@unicef.org)